DOCUMENT RESUME

ED 067 555 08 AC 012 854

AUTHOR	Koontz, Donald H.; Wallerstedt, Jane
TITLE	Program of Education for Community Coordination and Action in Warren County: What Kind of a County Do We Want Warren County To Be?
INSTITUTION	Simpson Coll., Indianola, Iowa. Sociology and Anthropology Dept.
SPONS AGENCY	Iowa Community Services, Des Moines.
PUB DATE	Oct 71
NOTE	78p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Action Programs (Community); *Citizen Participation; *Community Action; *Community Attitudes; Community Coordination; Community Planning; County Programs; Improvement Programs; Problem Solving

ABSTRACT

A program initiated by Simpson College and assisted by a committee of representatives from Warren County, Iowa, to assist the population of the County to understand their community and its problems and set priorities in meeting these problems is reported. Two hundred key leaders, representative of the geographic, educational, economic, religious, and social segments of the county attended a minimum of four educational sessions. These were titled: Warren County Looks at the Needs and Resources of the Greater Metropolitan Area; A Look at Warren County's Needs and Resources; How Do We Get the Job Done?; Workshop on Goals and Priorities. County needs, in order of importance, are listed. The project was considered successful and valuable both to community and to the college. (Author/NF)

ED 067555

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

Simpson College
Indianola, Iowa

Program of Education for Community Coordination and Action in Warren County

RECEIVED
AUG 18 1972
NMSU
E.R.I.C.

Sponsored by the

Sociology and Anthropology Department

In Cooperation with Iowa Community Service, State Agency
for Title 1, Higher Education Act of 1965

DONALD H. KOONTZ, Director

JANE WALLERSTEDT, Associate Director

AC0 14854

ED 067555

RECEIVED
AUG 18 1972
NMSU
E.R.I.C.

WHAT KIND OF A COUNTY DO WE WANT WARREN CO. TO BE ?

PREFACE

This is a report of an attempt to meet a basic need of Warren County, Iowa, by Simpson College, a private liberal arts college by providing a community services and continuing education program.

This program was made possible through a grant from Iowa Community Services under Title I of the Higher Education Act of 1965. The major purpose of the project was to assist the population of Warren County, Iowa to understand their community and its problems and set priorities in meeting these problems. Also, present a possible plan for coordinating efforts of groups as they attempt to meet needs.

The program was initiated by Simpson College, assisted by a steering committee made up of representative from the county. These two groups working together developed an educational outreach program which attempted to bring an awareness of top priority needs to all persons of voting age in Warren County.

This report has been prepared and is available to any college or any official community group in Iowa which is interested in developing an educational program to meet the needs outlined in the Simpson College project.

This report is not offered as a solution to a problem. It is a report of what took place as one college and community attempted to meet a specific situation. The report claims some success for the project, but also points up areas that should be strengthened and/or areas that should be avoided in planning such a project. It is our hope that this report will be of help and assistance to other colleges and communities.

Many persons assisted in bringing the project to a successful conclusion. We note with appreciation the work of Mary Morrison and Phyllis Brott as secretaries. The news media, Record-Herald and Indianola Tribune, The Reminder and radio station KBAB of Indianola, and the Des Moines Tribune were helpful in getting the information to the people of the county.

It is our hope that the report of this project may be of help to other colleges and communities interested in initiating community service and continuing education programs.

Jane Wallerstedt
Donald H. Koontz

OCT 1 1971

TABLE OF CONTENTS

Introduction		1
Organizing and Initiating the Program		3
Planning Committee		4
Six-Step Program		4
Launching the Project		6
The Educational Sessions		8
County Problem Areas		11
Needs -- Order of Importance		14
Needs -- Feasibility		15
Additional Education Session		16
The Neighborhood Meetings		17
Use of Communications Media		19
Appendices		22
I	The Six Principles of an Ideal Community	25
II	A Concept of Community	26
III	A Fact Sheet on Warren County	29
IV	Social Action Construct	35
V	Persons willing to initiate neighborhood discussion groups	36
VI	Newspaper Report of Panel Discussions	37
VII	Newspaper Report of Planning Groups' Meeting	39
VIII	Newspaper Report "Warren County Plans Its Future"	40
IX	End-of-Meeting Suggestion Slip	41
X	Report of Neighborhood Discussion Group	42
XI	Rank in Order of Best Chance of Being Accomplished	44
XII	Reports from County Groups	45
XIII	City of Indianola Needs Outlined	51
XIV	How Does Social Change Occur?	56
XV	Worksheet used by Small Groups - Education Meeting Number 4	62
XVI	Report of Neighborhood Discussion Groups	63
XVII	List of Participants	65

A COMMUNITY SERVICES AND CONTINUING EDUCATION PROJECT IN WARREN COUNTY, IOWA

Introduction

This program of community service and continuing education was conceived to meet a recognized problem existing in many Iowa communities. In most Iowa counties there is need for an informed citizenry who coordinate efforts of groups in the community as they develop unfulfilled potentials, thereby providing a better life for everyone.

There are many organizations working for the good of the community. Many of these make researches for the purpose of identifying neglected problem areas. Some of the research is reported and laid on the shelf because of lack of information on how to implement the findings. Other research is reported to enthusiastic groups who immediately act without rallying necessary community forces to complete the job. As a result of not rallying relevant groups and persons, the project dies for the lack of support. In other instances groups start to initiate a project without consideration of how it relates to other projects in process or being initiated, and as a consequence find themselves in competition with the projects. The result is either lack of support for the project, or their project and those they are competing with are weakened and/or ineffective.

The Community Services and Continuing Education program was initiated by Simpson College for the purpose of helping communities

overcome the above described problems. The project was made possible by a grant from Iowa Community Services under Title I of the Higher Education Act of 1965.

Warren County, Iowa, was selected as the target area for the project. Warren County with a population of 27,090 is located in central Iowa adjacent to Polk County and the state capitol, Des Moines, in Polk County. Warren County was ideal for a demonstration project for a number of reasons. It has within it examples of most of the various types of communities, e.g., primary, secondary and specialized, rural, urban and rurban, found in a large majority of Iowa counties. It has examples of most all the competing groups, agencies and institutions found in most county situations. There was no continuing coordinated effort to help individuals and groups see the interrelatedness of needs within the county or how these needs relate to communities outside the county.

In summary, this community service and continuing education project was developed to help people become aware of the problems existing in many counties where group efforts conflict, resulting in few projects being brought to a successful conclusion compared to the number of needs and the research done to define those needs.

Organizing and Initiating the Program

The need for this program was first called to the attention of personnel in the Simpson College Sociology Department in a conversation with persons heading Warren County Social Services and County Extension. Other personnel of the college who had worked with groups attempting to initiate new projects in Warren County, e.g., school bond issues, airport and conservation commission, had experienced the need for coordination of group efforts.

The problem was discussed by individuals mentioned above, then taken to the Indianola Council of Civic Agencies, consisting of 45 civic groups in Indianola and Warren County. The Council recognizing the problem endorsed the project and appointed a planning committee of five to assist the college's Sociology Department in developing the project and writing a proposal for funding. The committee consisted of a representative from the City Council, County Board of Supervisors, Indianola Schools, Warren County Extension and Simpson College.

A proposal was written for a one year program on a quarter time basis and presented to Iowa Community Services, Iowa City, Iowa, for funding. Iowa Community Services accepted the project, funding it to the extent of 66 2/3 % of the total cost. The college was to fund 33 1/3 % of the project.

Planning Committee

When funding was assured, the planning committee of five originally appointed by the Indianola Council of Civic Agencies was reactivated to assist the college in involving the community and initiate the project. At its first meeting the committee decided to enlarge the group to twenty, thus expanding the representation to include persons from all parts of the county and to give the project legitimation. To do this, each of the five committee members presented a list of twenty key persons whom they felt would represent the various communities within the county. After eliminating duplication of names, a committee of twenty was selected.

The committee of twenty members met regularly (two week intervals) to study the situation, assist in organizing the learning sessions, decide who should be invited to participate, and give general supervision to the project as well as suggest changes in educational techniques that might be warranted as the project progressed toward completion.

Six-step Program

The six-step program had been conceived for reaching the public by the original committee of five appointed by the Indianola Council of Civic Agencies. These were:

Step 1 Develop an educational program to help people of Warren County understand their relationship to the larger community, the Des Moines metropolitan area, showing how developments

in one area may create need for developments in the adjacent area.

Step 2 Assist the people of Warren County and Indianola to understand their own Warren County-Indianola complex relative to needs and resources, and the necessity for coordination of effort for meeting needs within the complex.

Step 3 Present a program to help people understand the coordination and social action process and steps that may be taken to bring a satisfactory solution to the situation.

Step 4 Review research that has been completed within Warren County pointing up problem areas and setting a priority of goals over a five-year period to meet some of the needs.

Step 5 Prepare information gathered in Steps 1-4 and take it to the people via sending speakers to small neighborhood groups, along with the use of radio and TV programs, and video recorders using materials from Steps 1-4.

Step 6 Evaluate and report. This step to overlap Steps 1-5. Evaluate program and procedures throughout the project. A final report of success and failures of the project be printed and made available to anyone who might be interested in the project.

Launching the Project

To initiate the first step, the steering committee faced several crucial questions.

(1) Who shall be invited to attend the educational sessions?

(2) Where and when shall the educational sessions be held?

(3) What shall be presented to the participants so they can most effectively set goals and priorities?

The committee answered and ask the director to conduct the program as follows.

(1) The committee decided to select and invite two hundred key leaders to the educational sessions. The two hundred were to be invited to attend a minimum of four educational sessions. After attending the educational sessions these persons were invited as resource persons for small group and neighborhood discussion groups mentioned in Step 5. The two hundred were selected from lists of twenty-five key leaders prepared by each of the 20 members of the steering committee. These persons were to be representative of all segments of the county adult population, geographic, educational, economic, religious, social, etc. The lists produced, after elimination of duplication, two hundred who were invited to participate in the educational sessions. Other interested persons were allowed to attend all sessions.

(2) Where and when should they be held? The steering committee decided that the meetings be held in Great Hall at Simpson College. They were started at 12 noon with a luncheon paid for by each participant. The sessions were of two hours duration (12 noon to 2 p.m.). The luncheon hour made it possible for business men to participate, but still not be away from their place of business for more than one hour beyond the regular lunch hour. Preliminaries were taken care of while the participants finished their lunch, and basic material was presented by 12:30 p.m. and completed by two o'clock. This schedule was adhered to throughout Steps 1-4 of the project.

(3) What shall be presented to the participants so they can most effectively set goals and set priorities? The steering committee decided upon the topics and dates for the four educational sessions. They were as follows:

January 12:	Warren County Looks at the Needs and Resources of the Greater Metropolitan Area
January 26:	A Look at Warren County's Needs and Resources
February 9:	How Do We Get the Job Done?
February 23:	Workshop on Goals and Priorities

A letter was mailed to the two hundred persons named on the expanded list. The mailing included a statement of purpose for the

project and an explanation of its origin and goals, an outline of the four meetings planned, and a post card for convenience in making reservations.

A total of 111 different persons participated by attending one or more of the four meetings. Some of the two hundred persons worked in Des Moines at jobs which made it impossible for them to attend. Those unable to attend were mailed complete reports of all materials presented. The first three dates were plagued with cold weather and snow. The attendance was as follows:

January 12	75
January 26	90
February 9	63
February 23	51

The Educational Sessions

At the January 12 meeting each participant was given a folder including pencil, printed sheets on "The Six Principles of an Ideal Community" (see Appendix I), "A Concept of Community" (see Appendix II) , and a fact sheet on Warren County statistics (see Appendix III). The folder was of such nature that it could be used throughout the project and provide a file or complete record of all meetings of the group.

Mr. Robert Mickle, Director of the Central Iowa Regional Planning Commission, Des Moines, Iowa, spoke on the needs and

resources of Warren County and its relationship to the Des Moines metropolitan area. He presented the basic question for consideration, "What Kind of A County Do We Want Warren County to be in the Future?". He stated that if the citizens themselves do not decide in time, others will make these decisions for them.

Mr. Mickle presented the following questions as the challenges of the next twenty years:

How shall public water supplies for Warren County be increased?

How shall we meet the needs for public sewers in Warren County?

What shall be done about preserving open space and providing for recreation?

How shall increased educational facilities and broadened curriculums be achieved?

How will Warren County handle increased transportation problems?

What will the county do to preserve the prime agricultural land?

How shall we control pollution?

How to increase health facilities?

What shall be the location of the South Des Moines by-pass highway from Interstate 80 to Interstate 35?

Mr. Mickle's basic question, "What Kind of A County Do We Want Warren County to be?", became the central question of the entire project.

After the first session a follow-up letter was sent to those persons who had been unable to attend. Included with the letter was a summary of Mr. Mickle's presentation and the printed materials presented at the meeting. Reservation blanks for the next meeting were also included in the mailing.

The January 26 meeting on "A Look at Warren County Needs and Resources." The material for the day was presented by a panel composed of a representative of Power Willis Associates of Iowa who had compiled the Indianola Comprehensive Survey; the Warren County Extension Agent; the mayors from Lacona, Milo, Carlisle, New Virginia; and a representative from Lakewood, a new unincorporated residential district between Norwalk and Des Moines.

Most participants ranked this as the most informative and interesting meeting. The group was extremely interested in the problems, activities and attitudes of the people living in smaller towns and the outlying areas of the county. As one participant stated, "This is the first time I've been able to see the needs of Warren County as a whole."

At the close of this meeting, the group was asked to list what they considered to be the five most important problems of Warren County.

They were also asked to fill in a brief evaluation sheet on their reactions to the first two meetings. Of evaluation sheets returned, 17.7% checked excellent, 55.5% good, 26.6% all right.

A compilation of the problems listed by the participants produced the following results. The problems are ranked according to the number of times mentioned with number one (1) mentioned more often than all others, etc.

Problem Areas - Compiled from January 26 meeting

1. The need for cooperative planning in Warren County
2. County recreation Facilities
3. County Water, Utilities and Sewage Plant System
4. County Conservation Board
5. Pollution Control and Clean Up
6. Education - adult, special and facilities
7. Preservation of Prime Agriculture Land
8. Transportation
9. Health Care
   Housing
10. Senior Citizen Program
    Police Protection

The third meeting was entitled "How To Get the Job Done" and was a presentation of the Social Action Construct (See Appendix IV)

developed at Iowa State University by personnel in the Sociology Department. The construct was presented by Drs. John Tait and Ralph Yarborough from Iowa State University at Ames. The last part of the meeting was used for small group discussions. Each small group was assigned one of the problems reported at the last meeting and was asked to define the problem, identify the relevant groups and interests that should be involved, designate the initiating set, the legitimizers, the diffusion sets, pick techniques to be used, and estimate the time it would take to bring about a solution of the problem.

The fourth session, February 23

Prior to the February 23 Workshop on Goals and Priorities, a letter was mailed to all participants asking for their luncheon reservations. Included in the letter was a list of the 12 problems designated at the close of the January 26 meeting. They were asked to rank these problems in order of their importance, giving ten points to the most important, nine points to the next, etc. Each participant was ask to either mail the ranking with their reservations or to bring it to the meeting. (See ranking sheet on page 13.)

Will you please rank these problems in the order of importance from one to ten; number one having the highest priority.

_____ Cooperative Planning for the County
- A council of county agencies
- Better informed citizens

_____ Recreation Facilities
- County parks, camping areas, wooded areas, nature trails, etc.

_____ County water, sewage and utilities
- **Plans** for county-wide systems

_____ County Conservation Board

_____ Pollution Control and Clean Up
- County-wide clean-up week
- Zoning control of unsightly areas

_____ Education
- Adult education
- Vocational classes
- Curriculum expansion
- Financing
- Head Start
- Sheltered Workshop

_____ Preserve Prime Agriculture Land
- Zoning regulation
- Tax benefits

_____ Transportation
- Improve county roads (widen and level)
- Improve future maintenance

_____ Health Care
- More doctors
- Hospital
- Rescue units

_____ Housing
- Low rent
- Removal of empty or unfit homes and buildings

_____ Senior Citizens Program
- County-wide program director
- County transportation for the low income and aged

_____ Police Protection

_____ Other_____

Please bring this sheet with you to the next meeting on February 23, or mail it to the office of: Mr. Donald Koontz, Simpson College, Indianola, Iowa 50125.

These lists were tabulated during lunch period (totaling the points given each problem by all the participants) with the following results:

Needs listed in the order of importance with #1 as receiving highest score.

1. Cooperative County Planning
2. County Water, Sewer, Utilities System
3. Health Care
4. Preservation of Prime Agricultural Land
5. Education

   Pollution and Clean Up

The need for Education and Pollution and Clean Up scored equally in fifth place.

Participant seating had been arranged in groups of six with Indianola citizens and people from out over the county seated (mix) at each table. These small groups discussed the above six problems. As they discussed the problems they were asked to regroup them in order of their solution feasibility; the possibility of actually accomplishing the desired results, bearing in mind the principles outlined in the Social Action Construct presented at the third meeting. The problem most likely to be accomplished in their judgment was to be given five points, the next four, etc. Since only the five top needs were being sought of the six listed above, the lowest score was dropped from the list of feasibility.

Reports from each table were received and tabulated with the following results:

Needs in order of solution feasibility:

1. Cooperative County Planning
2. Preservation prime agricultural land
3. Pollution control and clean up
4. Education
5. County water, sewer, utilities system

Each of these five problems was assigned to two separate tables of participants who were asked to analyze the problem and to delineate a plan for organizing and accomplishing the goals following the Social Action Construct plan presented by Drs. Tait and Yarborough at the third meeting. Each table reported the methods they would use in bringing about a successful solution of the problem.

At the close of the meeting an appeal was made for resource persons for the neighborhood discussion groups to be used as a means of disseminating the information to people in all areas of the county. The participants were also asked to list the names of people they thought would be willing to sponsor or host such a meeting. (See list in Appendix V.)

Letters were sent to all the people listed by the participants explaining the project and asking them to host a discussion group. The host was to invite some of their neighbors and friends to their home

or some mutually agreed meeting place for a discussion of Warren County problems. These meetings were called "A County Talk-In On Needs--A.C.T.I.O.N.--Coffee." A discussion leader was provided from the staff and resource persons to furnish the information that had been presented in the four larger meetings and to serve as an informal moderator for the discussion.

An Additional Education Session

At the request of several persons, a special meeting of the steering committee was called. The committee decided that more information was needed concerning what had already been done relative to the five problem areas in various parts of the county and what was in the process of being planned to enable the leaders of the ACTION coffees to answer questions with up-to-date information. As a consequence, a fifth meeting was planned for March 29.

Letters were sent to all mayors in the county, to all planning commissions, to the county school superintendent, the Board of Supervisors, the County Health Association, the Soil Conservation Commission, and other county-wide groups asking them to submit in writing a statement of all current projects and any future projects that were in the planning stages. These were printed and given to the people attending the March 29 meeting.

The March 29 meeting.

A representative of each of the above groups attended the meeting as panel members. The panel members reviewed the written material pertaining to their own organization and answered questions raised about their programs and projects. This provided the resource persons the latest information concerning projects in effect and those anticipated giving them an understanding of the status of achievements as related to felt needs.

The Neighborhood Meetings

The discussions at the ACTION coffees were fruitful and interesting. The problems established by the larger group were discussed but areas of concern not pinpointed in the educational sessions were brought out.

These "concerns" were recorded. Since they usually were local in nature they were referred to but not extensively discussed by other neighborhood groups. An example of such a concern was expressed in an ACTION coffee in southeast Warren County: The concern was for a county-wide, tax supported program for the removal of dead animals. This was, of course, referred to the proper authorities for consideration and has as of the writing of this report become a concern of the county health nurse.

The total number of persons contacted through the neighborhood discussions and ACTION coffees can not be calculated because of the difficulty of collecting the data. Many informal small group discussions have been referred to by some of the 200 key leaders. The formally

organized ACTION coffee requiring representatives of the college staff were few in number. Examples of the formally organized groups: The Robert Downings of Milo-Liberty Center area held a very successful discussion with neighbors and two resource persons. The Scotch Ridge Church held a discussion in conjunction with a church family night supper. The extension director, one of the participants, Mr. Marvin Smart, conducted discussions at two different occasions in his home with Warren County extension board members. Mr. and Mrs. Vern Tanner, Indianola, held a neighborhood discussion in their home, 607 West Ashland, Indianola. Two resource persons were present from the project for each of the discussions. Other discussions have been held in Norwalk, New Virginia. Requests for future discussion sessions have been received and scheduled ahead as far as February, 1972.

The number of formally planned neighborhood meetings anticipated by the planners did not materialize. There are at least two reasons for this that persons planning future programs ought to steer away from. (1) The neighborhood discussions came too late in the spring. Early farm operations and school activities tend to divide the interests of the participants. (2) Some participants because they were not able to attend all meetings, felt they were not well enough informed to lead a group discussion. More meetings prior to the neighborhood meetings would have been helpful. Training sessions for resource persons could have

been held to help persons recall information and build confidence.

Use of Communications Media

Because of the small response with the neighborhood sessions, it was decided to use the radio more extensively. To present the information to more people, arrangements were made with KBAB radio, Indianola, for the director and associate to appear on a Sunday evening talk-in show from 7:30 to 9:00 p.m. The station estimates that 47% of the residents of Warren County, or 12,732 people were reached by this program. The entire one and one-half hour program was devoted to a discussion of the project and a presentation of the information regarding the needs and the resources of Warren County and the goals that were established by the group.

Cassettes were provided and will continue to be made available to those who were unable to attend and wanted to hear the discussions at the meetings for key leaders. These were also used in group situations.

The Indianola newspaper, Record-Herald & Indianola Tribune, with 25,000 readers, gave the project good coverage. A reporter was at all large group meetings. News items carried the basic material presented at all sessions.

EVALUATION COMMENTS

The project was a success and well received.

People who participated were interested and enthusiastic; however, they were eager to move beyond the study stage to an action stage.

People were concerned, but it was difficult to get them to respond and become involved with a problem that doesn't actually touch them personally--even though it may in the future.

Noon luncheon meetings were surprisingly successful.

Program was organized so ACTION coffees came too late in the year. Outdoor and farming activities tended to divide the interests of participants.

Perhaps stronger emphasis on each program participant sponsoring a neighborhood coffee individually would have produced better results in this area.

It is difficult to establish a goal for the entire county. Needs and priorities differ between Indianola and the smaller communities, as well as between different geo-social areas of the county, the southern tier of townships are more rural oriented when compared to the urban oriented northern townships.

Unifying the county to action on one goal looks formidable in the immediate future--except for a formal county-wide long-range planning agency. An informal community planning council could easily be formed.

Local groups can be developed to achieve small accomplishments in individual communities. Example: New Virginia Community Action Group.

Many people were disappointed that this project ended before moving into an action stage. There was fear on part of participants that action will not come without continued direction and encouragement.

For successful follow-up of the project more involvement on the part of elected officials of the communities is most important.

The project was of value both to the community and to the college. The college has gained a new place of leadership in the community. The people see the college as an agency interested in the community and its problems, whereas in the past many saw the college as an educational institution for the traditional college-age (18-22) persons.

A NOTE CONCERNING APPENDICES

The appendices attached to this document include part of the materials and instruments used during the educational portion of the program of education for community coordination and action in Warren County.

Appendix I and II were used at the first educational session in January for the purpose of assisting the group to focus attention on the concept of community and what an ideal community might be. They were asked to review the material and make suggestions for change they felt to be pertinent.

Appendix III consists of facts about Warren County giving information about population growth; population trends, rural-urban, migration. Attention was given to county resources. This material was distributed at the second meeting when the group evaluated the resources and needs of Warren County.

Appendix IV is a Social Action Construct. This was explained by consultants from Iowa State University at Ames and was used during the small group exercise periods. A detailed explanation of the construct is found in Appendix XIV.

Appendix V consists of sheets handed out to the participants asking for names of persons that might be willing to sponsor neighborhood meetings.

Appendix VI is a newspaper report carried in the Record-Herald & Indianola Tribune of the panel discussion held during the second educational session when Warren County looked at its specific needs and briefly describes the needs as reported from the various parts of the county.

Appendix VII is a newspaper account announcing an additional education session where agencies of the county were asked to explain the projects that had been initiated and the ones that were anticipated in the near future in an attempt to meet the known needs of the county. Materials presented at this meeting are found in the Appendix XII.

Appendix VIII is description of the project as written by Lori Lieber, staff writer for the Des Moines Tribune. It explains the project and its uniqueness for the private liberal arts college.

Appendix IX is an instrument used to evaluate meetings.

Appendix X is an instrument used at neighborhood discussion groups for reporting their discussions and suggestions concerning problems and needs that should be included in the Warren County project.

Appendix XI, an instrument used during the meetings to help set priorities.

Appendix XII consists of brief reports from the various agencies that are in the process of either initiating or planning to initiate programs to help eliminate Warren County problems.

Appendix XIII is an outline of Indianola needs with estimated costs and method of financing same. The list is contained in the appendix as an example of the magnitude of the problem of selecting priorities on a county-wide basis, recognizing that each of the communities had a proportional -sized listing of needs.

Appendix XIV is an explanation of "How Social Change Occurs." This contains a detailed analysis of the Social Action Construct material presented during the third educational session by consultants from Iowa State University.

Appendix XV is a worksheet that was used following the decision concerning the top priority goal. Small groups were organized and worked on suggestions for bringing about a solution to the top five priority goals. The top five priority goals were assigned to discussion groups. The purpose of this instrument was to help participants to think seriously about bringing about solutions to the top five needs or goals.

Appendix XVI is attached to show the type of reporting done by the ACTION coffee (neighborhood discussion groups).

Appendix XVII is a list of the 200 participants who participated either by attending the educational sessions or by receiving all reports coming out of the educational sessions. As stated in the report, some of these persons had jobs that would not allow them to attend a meeting during the 12 noon to 2 p.m. time of day.

APPENDIX I
SIX PRINCIPLES OF AN IDEAL COMMUNITY

Presented at The National Community Conference of 1956

Would you change any of these?

1. It must anticipate crises by having problem-solving methods built into its structure. Problems are continuous; the ideal community is able to face these problems with a reasonable degree of sweetness and light rather than in the spirit of bitter factionalism.

2. It must have the capacity to renew itself. It has a time sense. It looks backward and forward both. While conscious of its traditions, it is also willing to plan, with the planning not being done from above but by the people of the community.

3. It has good communication between all segments, all areas, and departments of the community. For instance, in an ideal community labor and capital would not get together only at times of crisis; there would be understanding communication between all the races as well as between young and old. There would be no social islands, no iron curtains.

4. The economic and political power is diffused and widely held. Should it be held by a few, the people of the community must think these few responsive; in case of crises the people must feel that they can influence the decisions of these few. The ideal community would have several peaks of power rather than just one towering one.

5. The ideal community will have a high morale and a moral climate of which the people can be proud. Hostility ratio is low; frustration tolerance is high. The people feel a part of the community, have a sense of identification, a sense of well-being. A happiness index would score high.

6. The ideal community is an educative community. Just living in the community will teach life's important lessons. The people who grow up there will be able to make good choices about life, about their jobs, about their government.

January 11, 1971

Prepared by Donald H. Koontz, Assistant
to the President, Simpson College,
Indianola, Iowa, for the Program of
Education for Community Coordination
and Action

This program is funded in part through a grant from
IOWA COMMUNITY SERVICES under Title I of the
Higher Education Act of 1965.

APPENDIX II
A CONCEPT OF COMMUNITY

Donald H. Koontz, Associate Professor of Sociology

Community consists of human beings residing in a geographic area sharing some common interests and values, who through communication find and develop methods for satisfying their basic needs. Community thus conceived, both is and is becoming. It is present structurally and functionally, but is continually in the process of change.

TYPES OF COMMUNITY

Sociologically speaking community is a social group with a locality base. It is made up of the following component parts which may be studied individually. They are personnel, social interaction, some common interests norms and values, identity, services and organizations by which basic needs are provided, and locality. This concept allows us to study and classify communities as we do groups, as primary, secondary, and specialized. The primary community is the small community characterized by intimate face-to-face relationships, the secondary community the larger more formally organized group such as that found in the town and country trading area, the specialized community centered around the specialized interests of society.

LOCALITY

The element that sets community off from other social groups is locality, the geographic area in which persons live. It includes the natural or physical resources necessary to sustain the biological entity known as man. Locality also implies space that can be limited. Community conceived as having its being in a locality, has a boundary that can be defined by checking the trade area or the behavior patterns of the individuals living in the area.

PERSONNEL

Groups consist of two or more persons. People may be studied in various ways by the sociologist. They may be studied as to sex, age, occupation, education, attitudes, their social patterns, etc. Once one has defined the boundary of the community one is able to study the people and their relationships within the area.

SOCIAL INTERACTION

Social interaction is the reciprocal relationship of the people living within the area, their pattern of visiting, their inter-group and intra-group relations, their spacial relations, their neighbor relations, mutual assistance, family integration, etc. These relations take the form of cooperation, conflict, accommodation and assimilation.

COMMON INTERESTS

The common interests center in the needs of the population which crystallize first in leader-follower patterns and if lasting and/or felt desirable results in associations within institutions of the community, such as education (school), government, economics, religion, home, recreation, and fraternal. Common interests are also evident in formal and informal groups within a locality.

VALUES

Values refer to the quality of desirability (or undesirability) believed to inhere in the ideas, mores, folkways and technicways the group holds to be necessary for the welfare of its members. It is around this system that the group builds its hierarchy of functional positions called class or status groupings..

IDENTITY

Identity is a sense of belonging with other members of the group. It is the feeling that is best expressed by the words, "We" and "Our". The feeling grows out of experiences "with" other folks that have the same recognized needs we have. It is a feeling created by sharing or communicating of our personal needs to others and having them accepted by the other person. Identity also develops as a result of living in an area and becoming familiar with the physical layout as well as with the persons living there. This physical layout is the shape and location of buildings, hills, roads, rivers, railroads, streets, etc. Familiarity aids in the growth of identity (the sense of oneness with a locality). We may say that identity is the self-consciousness of a group. The members say "We" and "Our" as an individual would say "I" or "Mine".

The above characteristics of community can be found in any community whether primary, secondary, or specialized. Therefore, I feel that this definition is a workable definition useable anywhere in the rural, urban or rurban situation. I present this as a criteria of a community we may use during our conferences on community advance.

RESOURCES

Anderson, Nels, The Urban Community, A World Perspective, New York, N.Y. Henry Holt, 1959.

Biddle, William W., and Lowreido J. Biddle, The Community Development Process: The Rediscovery of Local Initiative, New York, N.Y., Holt, Rinehart and Winston, Inc., 1966

Duhl, Leonard J., ed., The Urban Condition: People and Policy in the Metropolis, Forge Village, Mass., Murray Printing Company, 1963.

Gibbs, Jack P., Davis Kingsley, Urban Research Methods, Princeton, New Jersey, D. Van Nostrand Co. Inc., 1961

Gore, William J. and LeRoy C. Hodapp, Change in the Small Community, New York, N.Y., Friendship Press, 1967.

Hairman, Franklyn S., Group Leadership and Democratic Action, Boston, Mass., Houghton Mifflin Company, 1951.

Hunter, Floyd, Community Power Structure: A Study of Decision Makers, Garden City, New York, Univ. of North Carolina Press, 1953.

Nelson, Ramsey and Verner, Community Structure and Change, New York, N.Y., The MacMillan Company, 1960.

Sanders, Irwin T., The Community, New York, N.Y., The Ronald Press Co., 1958.

_____, Making Good Communities Better (Revised), Lexington, Ky., Univ. of Kentucky Press, 1953.

APPENDIX III
WARREN COUNTY FACT SHEET

POPULATION	1990e	1980e	1970c	1960c	1950c	1940c
Warren C0.	40,000	32,000	27,090	20,829	17,758	17,695

AGE CHARACTERISTICS	WARREN COUNTYs	IOWAs
Under 18	37.4%	35.8%
18-64	51.2%	52.3%
65 and over	11.3%	11.9%
PERCENT NONWHITE	.1%	1.0%
PERCENT LIVING IN GROUP QUARTERS	2.7%	2.5%
PERCENT RURAL (Non Farm)	34.8%	22.9%
PERCENT RURAL (Farm)	31.3%	24.0%
OPERATOR OWNED	59.0	52.5
SCHOOLING (median years completed persons over 25)	12.1 years	11.3 years
INCOMES (median family)	$5,217	$5,069
Indianola	5,801	

CITIES POPULATION

	1970c	1960c	1950c
Indianola	8,726	7,062	5,145
Carlisle	2,217	1,930	N.A.
Norwalk	1,724	1,630	N.A.

c. census figures
e. C.I.R.P.C. Economic Estimate
s. 1960 census figures

WARREN COUNTY FACT SHEET

SOILS

The soils of northern Warren County are basically good for crop farming. The southern part of the county, though , is better suited for open space-recreation, forage and grazing. Taken as a whole, the county has lower crop yield per acre than the state average.

RECREATION

The county is served by over 1500 acres of land set aside for various recreation and conservation uses,including the Hooper Game Area (327 acres), Lake Ahquabi (904 acres) and Banner Mine (264 acres). Many of the areas in the southern part of the county have potential for recreation development because of the large amount of tree cover, the clear streams, and the rolling topography.

ADVANTAGES

Simpson College provides a center for higher education.

Much of the county is within commuting distance of the large Des Moines labor market.

The county is a member of the Central Iowa Regional Planning Commission.

DISADVANTAGES

Only the extreme western part of the county has access to a high capacity road like I-35.

Warren County Subdivisions	1970	1960	% Change
Allen Twp.	2,559	1,632	56.8
Carlisle town	2,246	1,317	70.5
Belmont Twp.	887	860	3.1
Milo town (part)	426	344	23.8
Greenfield Twp.	3,510	1,143	207.1
Norwalk (part)	18	6	200.0
Spring Hill	131	111	18.0
Jackson Twp.	648	602	7.6
St. Marys	105	94	11.7
Jefferson Twp.	1,046	1,015	3.1
Bevington (part)	7	9	-22.2
Martensdale	306	316	-3.2
Liberty Twp.	521	537	-3.0
Lincoln Twp.	1,455	1,289	12.9
Ackworth	111	77	44.2
Linn Twp.	3,149	2,072	52.0
Cumming	189	148	27.7
Norwalk (part)	1,727	1,322	30.6
Otter Twp.	519	490	5.9
Milo (part)	135	124	8.9
Palmyra Twp.	445	397	12.1
Richland Twp.	965	713	35.3
Hartford	582	271	114.8
Squaw Twp.	410	472	-13.1
Union Twp.	446	478	-6.7
Sandyville	89	115	-22.6
Virginia Twp.	851	825	3.2
New Virginia	452	381	18.6
Washington Twp.	8,852	7,062	25.3
Indianola	8,852	7,062	25.3
White Breast Twp.	780	870	-10.3
Lacona	424	396	7.1
White Oak Twp.	389	372	4.6

Incorporated Place	1900	1910	1920	1930	1940	1950	1960	1970
Ackworth	134	119	95	82	67	95	77	111
Carlisle	553	592	640	663	690	903	1,317	2,246
Cumming				89	84	89	148	189
Hartford			218	207	207	221	271	582
Indianola	3,261	3,283	3,628	3,488	4,123	5,145	7,062	8,852
Lacona	496	517	502	443	424	430	396	424
Martinsdale				139	172	161	316	306
Milo	585	519	560	542	528	525	468	561
New Virginia		396	424	404	410	342	381	452
Norwalk	287	315	331	336	377	435	1,328	1,745
Sandyville		120	94	92	93	92	115	89
Spring Hill		94	489	101	146	86	111	131
St. Marys				89	84	89	94	105

WARREN COUNTY

Population Trends

1950	1960	1970	1950-1960	1960-1970
Number	Number	Number	Percentage Change	Percentage Change
17,758	20,829	27,432	17.3	31.7

Rural-Urban Trends

1950				1960				1970			
Rural	%	Urban	%	Rural	%	Urban	%	Rural	%	Urban	%
12,613	71.0	5,145	29.0	13,767	66.1	7,062	33.9	16,515	60.2	10,917	39.8

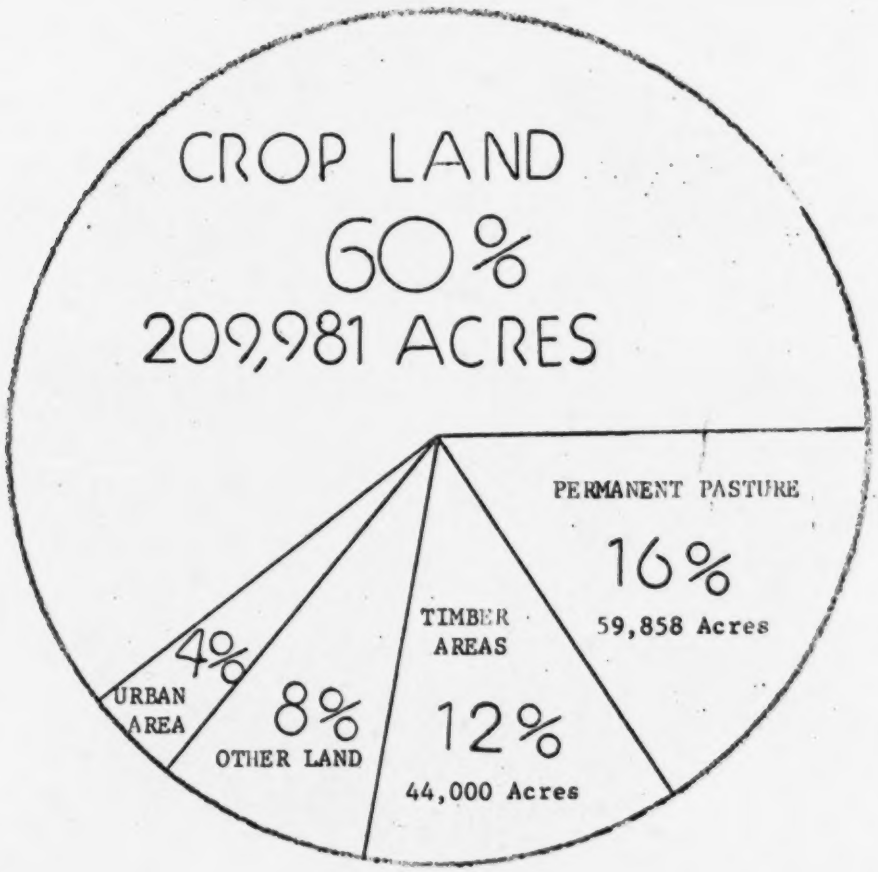
Migration Trends

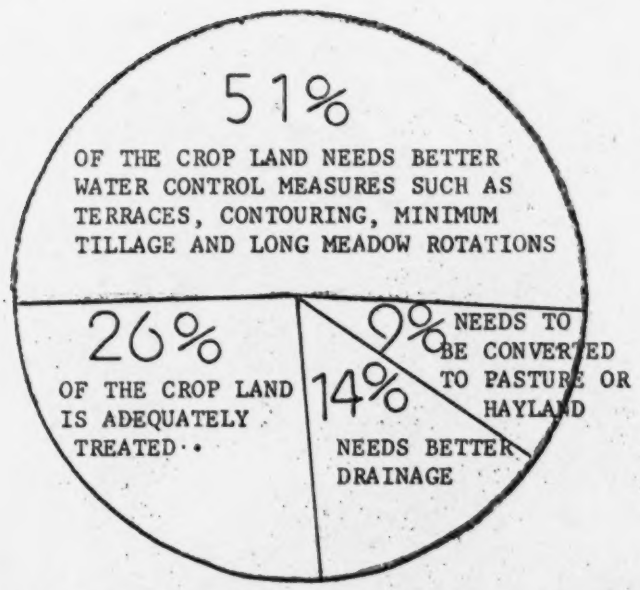
1950-1960		1960-1970	
Number	% Migration	Number	% Migration
601	3.4	3,947	14.4

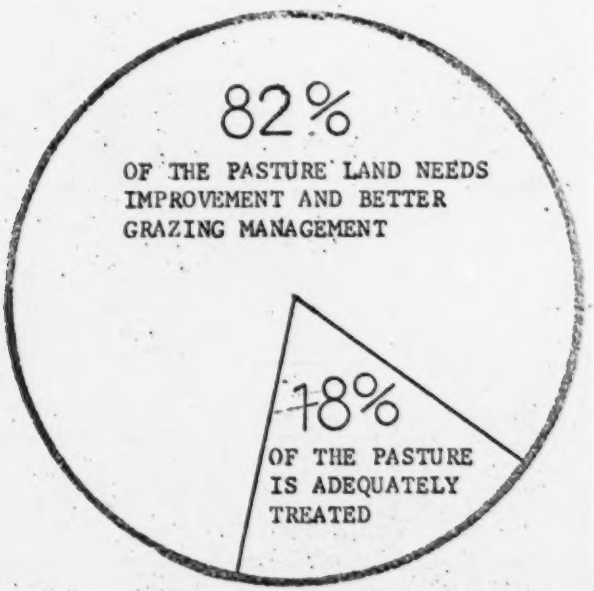
1970

Urban		Rural	
Urbanized Areas	Other Urban	Places of 1,000 to 2,500	Other Rural
2,065	8,852	3,991	12,514

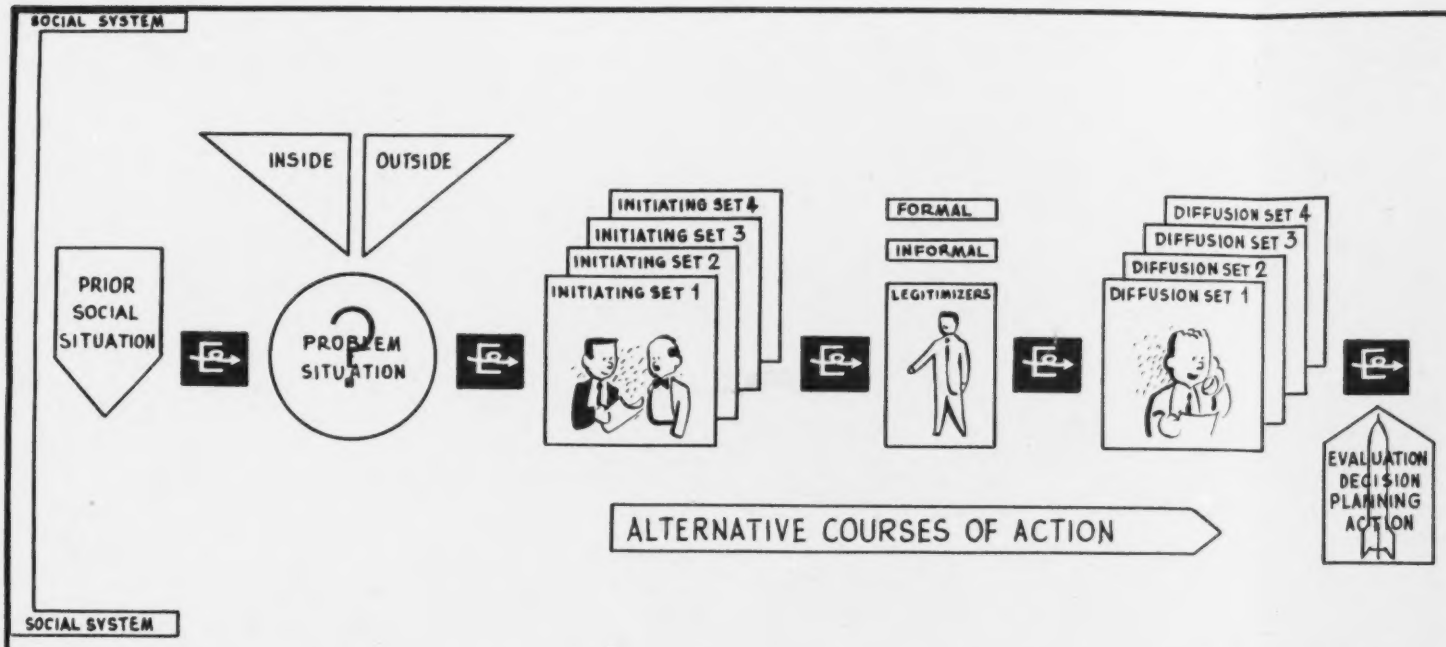
WARREN COUNTY RESOURCES




51%
OF THE CROP LAND NEEDS BETTER WATER CONTROL MEASURES SUCH AS TERRACES, CONTOURING, MINIMUM TILLAGE AND LONG MEADOW ROTATIONS
26%
OF THE CROP LAND IS ADEQUATELY TREATED
14%
NEEDS BETTER DRAINAGE
9%
NEEDS TO BE CONVERTED TO PASTURE OR HAYLAND



Source: Detailed Conservation Needs Survey based on 1967 Land Use and Practices.



THE PROBLEM _____

_____

_____

GROUPS AND INTERESTS INVOLVED _____

_____

_____

INITIATING SETS

_____

_____

_____

_____

LEGITIMIZERS

FORMAL _____

_____

INFORMAL _____

_____

☐ B EDU

☐ PR DEVE COM

☐ SUR QU

☐ COMP CONS

DIF

_____

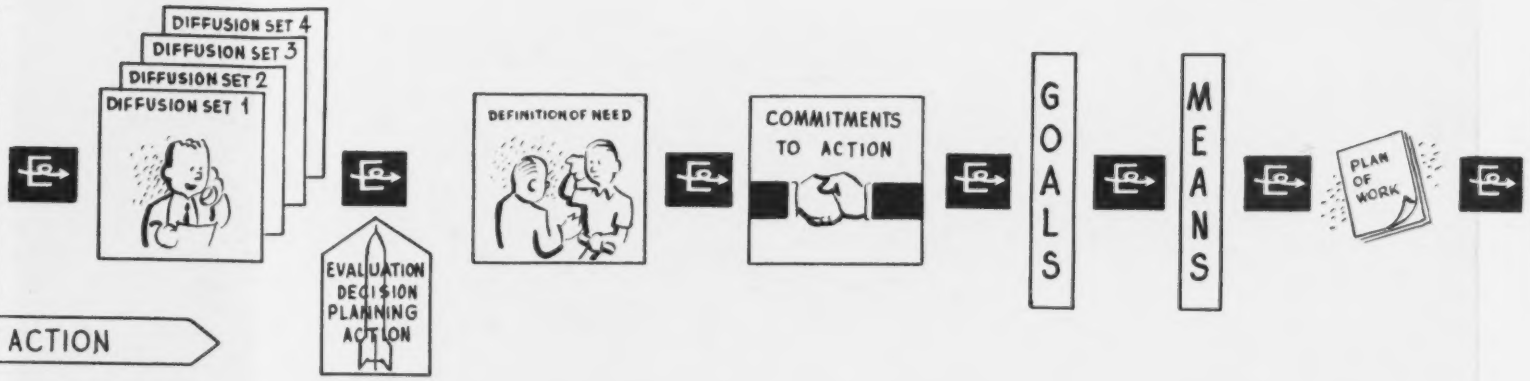
_____

_____

_____

COOPERATIVE EXTENSION SERVICE
Iowa State University TR-206
Reprinted without revision, July 1969

.... How Social



TECHNIQUES

- ☐ BASIC EDUCATION
- ☐ EXPLOITING CRISIS
- ☐ PROGRAM DEVELOPMENT COMMITTEE
- ☐ DEMONSTRATION OR TRIAL
- ☐ SURVEY OR QUESTIONAIRE
- ☐ BUILDING ON PAST EXPERIENCE
- ☐ COMPARISON AND COMPETITION
- ☐ CHANNELING GRIPES

GOALS

S

DIFFUSION SETS

MEANS

How Social Action Takes Place

ACTION STEPS

1 _____

2 _____

3 _____

4 _____

Adapted from a construct developed by Dr. George M. Beal and Dr. Joseph M. Bohlen, Department of Economics and Sociology, Iowa State University, Ames, Iowa

Please list names and addresses of persons who might be willing to initiate or sponsor a neighborhood discussion group.
Groups could meet in homes, churches, schools, lodges, community rooms in banks, etc.

Initiate or Sponsor means:

1. Decide on time of meeting. (During March or April)
2. Decide on and arrange for location.
3. Invite guests.
4. Contact college office for resource persons and any needed materials.
5. Keep records of the meetings and report findings to the Director.

Name	Address	Phone (if known)

I am willing to:

1. Sponsor or initiate a discussion group._____

   yes_____ no_____

2. Serve as a resource person at a discussion group._____

   yes_____ no_____

3. Contact persons listed above about sponsoring a discussion group.

   yes_____ no_____

Signed._____

THE RECORD-HERALD and
Indianola Tribune

Discusses Problem Areas

Panel Looks at Specific Needs

A panel composed of a professional planner and representatives from several areas in Warren County provided the program for the second in a series of Community Advancement Workshops last Tuesday afternoon at Simpson College.

Donald H. Koontz, assistant to the President of Simpson College for Special Programs and director of the workshops, served as moderator.

Members of the panel included Jim Maynard, director of planning for Willis-Powers Associates of Iowa City; Robert Dittmer of Lacona; Dr. Joe Graham, mayor of Milo; Wilbur Goodhue, mayor of Carlisle; Roger Iverson, president of the Lakewood Homeowners Association; Marvin Smart, Warren County extension director; and Ben Gleckler of New Virginia.

Age Groups

Referring to the Comprehensive Plan which his firm develeloped for Indianola, Mr Maynard predicted that Indianola's growth will accelerate in the years ahead with correspondingly large numbers of people in the older age groups and in the number of school age and pre-school children.

These groups, he said, will require specialized needs in terms of housing and recreation, and should be considered both in merchandising and city planning.

"While Indianola has many fine housing areas and has seen much new housing construction in the past several years, it also must be recognized that there are housing areas that need improving," Maynard said.

He suggested neighborhood beautification committees working hand in hand with the planning commission and other civic groups.

Large Park Area

A sizeable community-wide park area of from 80 to 100 acres should be given consideration in a future development, he said.

A County Conservation Board (defeated three times by the electors of Warren County) could be the vehicle for providing larger parks and recreation facilities, he stated.

Maynard cited the proposed tennis court project as an example of how the school board, city council and citizen groups can cooperate in a joint venture.

"A great deal can be done to clean up the appearance of the community so it will present a good visual impression to visitors and have a possible affect in attracting new industry and business to the city," Maynard said.

Our greatest resource is people, according to Smart. Next he listed land, followed by water, available services and the location of Warren County.

The Southeast Warren area, in order to develop, needs improved county roads — especially safer roads, said Mr Dittmer.

Milo's Problems

In the opinion of Dr. Graham, Milo needs to clean up and take care of what it already has.

Solid waste disposal is a problem, he said, as a sanitary landfill operation is too expensive for a small community. Maintaining adequate police protection also is a problem, he added.

Milo needs to make better use of its playground facilities and needs a replanting program to replace trees lost to the Dutch elm disease, Dr. Graham said.

Because it is limited in the directions it can grow, future planning will be very important to Carlisle, said Mr Goodhue. Located on the edge of the Red Rock Reservoir, Carlisle can grow only to the west and southwest, he pointed out.

"Our planners tell us it will take $300,000 to improve our services in the areas of light, water and recreation," he said. "We can meet this obligation over the next 10 years, but it will mean overlooking other critical needs."

250 Homes In Lakewood

Mr Iverson estimated there are 1,000 people presently living in Lakewood, a residential development located north of Norwalk. There are 250 homes in the development with a valuation conservatively estimated at $5 million.

Greenfield Plaza, another residential development has been there longer and is proportionately larger, Iverson said.

Lakewood's principal problems, he said, are police protection, library service and dog control. While the county's services in maintaining streets are presently adequate, they must be increased as Lakewood and Greenfield Plaza continue to grow, he added.

New Virginia's needs, according to Mr Gleckler, are additional housing, especially for the elderly, and better recreation facilities.

"Relating Resources to Needs: How To Get the Job Done," will be the topic for the third workshop scheduled for Feb. 9.

It will be conducted by Dr. John L. Tate and Dr. Arthur Johnson, extension sociologists with Iowa State University.

Arouse Citizenry

"People can make just about anything happen that they want to happen," Mr Smart commented in his presentation.

In general, he said, an aroused and well-informed citizenry can make certain things happen in the right direction.

"One of the biggest needs in Warren County," Smart declared, "is the development of leadership. We need some agriculture leaders who will stand up to the city planners as they move out."

DIANOLA, IOWA 50125, MONDAY, FEB. 1, 1971 15c Per Copy

The second in a series of four workshops on Education for Community Advancement, held Jan. 26, was presented by an eight-man panel composed of Robert Dittmer, Lacona; Dr Joe Graham, mayor of Milo; Wilbur Goodhue, mayor of Carlisle; Donald H. Koontz, moderator and workshop director; Roger Iverson, president of the Lakewood Homeowners Association; Marvin Smart, Warren County extension director; Ben Gleckler, New Virginia; and Jim Maynard, director of planning for Powers-Willis Associates of Iowa City. RHT photo.

Meeting of Planning Groups Here Tonight

A planning and information sharing meeting will be held tonight at 7:30 in the Arcade Room, Peoples Trust and Savings Bank. The public is invited to attend.

The meeting was requested by the steering committee for the Warren County Advancement Conferences before neighborhood and small group discussion meetings are held.

Representatives of all planning groups in the county have been invited to serve on an informational panel. They will explain the purpose of their particular group, tell plans that have been initiated to meet needs of the county, and plans that have been made for the future.

The meeting tonight is part of the "Program of Education for Community Coordination and Action," a pioneer community service project initiated by Simpson College under the direction of Donald Koontz, assistant to the president for special services.

Project's Purpose

Purpose of the project is to give Warren County residents an opportunity to set goals and establish priorities for the county's development during the next five or 10 years.

Under the program, a citizen's study group composed of persons representing rural and urban interests throughout the county, already has held a series of four conferences at the college.

Following the meeting tonight, small groups and neighborhood discussion groups will be organized throughout the county.

Approximately 125 persons have volunteered either to host and initiate small group meetings or serve as resource persons for such meetings, according to Prof. Koontz.

Persons interested in holding

MEETING—

(Continued on Page 9)

Meeting—

(Continued from Page 1)

such a meeting in their homes or in some community room, are asked to contact either Mr Koontz at the college, phone 961-2344, or Mrs R. H. Wallerstedt, assistant project director, phone 961-2801.

Des Moines Tribune Page 15
Mon., Feb. 8, 1971

SIMPSON HELPS SET GOALS

Warren County Plans Its Future

By Lori Lieber
(Tribune Staff Writer)

INDIANOLA, IA. — A pioneer community service project initiated by Simpson College is giving Warren County residents a chance to set goals and establish priorities for the county's development during the next five to 10 years.

DONALD KOONTZ

The project is something new for institutions like Simpson because "private colleges haven't been known for working with their communities," said Donald Koontz, assistant to the president at the Indianola school and in charge of the project.

Titled "Program of Education for Community Coordination and Action," the year-long undertaking "is an educational program to help people do what they want to do," Koontz explained.

Thomas Gray, administrative assistant for Iowa Community Services at the University of Iowa, agreed that such a project is pacesetter in "using the resources of the college to make contributions in the area of community social relations."

He added that Simpson's program is "unique in terms of its focus." Although other Iowa colleges have become involved in community service projects during the past few years, he said, none has been conducted on a county-wide basis.

Iowa Community Services has made federal funds for such projects available to Simpson and other colleges and universities in Iowa under Title I of the Higher Education Act of 1965.

Study Group

With the help of these funds, a special citizens' study group composed of about 200 persons representing rural and urban interests throughout the county was set up last fall.

The members have been attending a series of meetings at the college to examine the future for Warren County. Two workshop sessions have been held and a third is scheduled Tuesday.

Preliminary findings indicate that "among the more important concerns seem to be community recreational facilities, the environment and the need for more informed citizenry," said Koontz.

Other concerns, he added, were "the need for a county-wide co-ordinating group and the problem of future utilities such as waste disposal, water systems, etc."

These needs and interests were determined by polling the study group members, at a recent workshop session.

Problems like those mentioned have been studied by various community groups in the past, Koontz pointed out, but they have "run into conflict with one another," resulting in "stress within the community."

Simpson College thus initiated the program, Koontz said, because, "we felt if we could bring together all the research that's been done in the community and summarize it and submit it to the people in the community, we could then set goals and give some priority to these goals."

Implemented in May

Approval for the project was obtained about a year after Simpson's sociology and anthropology departments applied for federal aid in April, 1969. Implementation of the program began last May.

The total cost of the project has been set at $10,392 with two-thirds provided by the federal government and the remainder by the college.

After the initial planning by Koontz and 14 other community leaders from around the county, the study group began meeting together in January.

Once the study group has agreed on goals and priorities, Koontz explained, "we then are going to organize neighborhood meetings to discuss and evaluate the various projects and goals."

He hopes all persons of voting age in Warren County can be reached by this method.

Koontz conceded that the large number of needs expressed by rural and urban communities throughout the county presents a challenge in establishing the most important goals and priorities.

"Indianola alone has 10 pages of needs," he noted.

The final step in the program will be an evaluation and publication of the results that will be shared with other Iowa communities.

Once the project is completed, he said, it will be the "community's responsibility" to carry out the established goals.

END-OF-MEETING SUGGESTION SLIP

1. How did you feel about this meeting? (Check)

   No good _____ Mediocre_____ All right_____ Good_____ Excellent_____

2. What were the most important ideas you gained from this session?

3. What improvements would you suggest for future meetings?

(You need not sign your name)

APPENDIX X
WARREN COUNTY CONTINUING EDUCATION PROGRAM
Report of Neighborhood Discussion Group

Sponsor: _____
Name Address

Resource People _____

Number in Arrendance: _____

Please list five problems considered most important by the group in the order of their importance if possible. Then comment upon each problem concerning:

1. The reasons it was felt to be important.
2. The short term goal and also long term goals if applicable.
3. Obstacles to its accomplishment.
4. Groups and individuals that would be particularly interested.
5. An estimate of the time necessary for positive results.

1. _____

2. _____

3. _____

4.

5.

If there were people who were particularly interested in a certain area and might be interested in pursuing a solution to these problems further, would you please list their name , address and the problem which interested them.

NAME ADDRESS PROBLEM

What problems other than those the list provided were considered by this group to be important?

Rank in Order of Best Chance of Being Accomplished.

1. _____

Why does this have the best chance of being accomplished?

1. _____

2. _____

3. _____

What obstacle do you see connected with this goal?

1. _____

2. _____

3. _____

2. _____

_____

_____

3. _____

_____

_____

4. _____

_____

_____

5. _____

_____

_____

WARREN COUNTY CONTINUING EDUCATION

REPORTS FROM COUNTY GROUPS

WARREN COUNTY BOARD OF EDUCATION C,S.Thomas, Superintendent

Purpose: The County School System is established in Chapter 273 of the Iowa Code and is in effect the second or intermediate level in Iowa's three level Public School System. The Joint County System of Marion and Warren Counties became effective on July1, 1970 under section 22 of Chapter 273 of the Code. Chapter 273 of the Code outlines a broad scope of powers and duties for the County office of a general nature, a long list of specific duties for the office and a list of thirty-one specific duties for the County Superintendent. All of these duties and powers are designed to assist the local schools in improving the educational program for the school children of the Counties.

Current Projects:

Evaluation of the Joint Counties efforts in Special Education is under way and some changes and expansion have been decided.

Future Projects:

Preliminary studies are being made to explore the expansion of the Joint County System.

CITY OF INDIANOLA A.L. Miner, Mayor

Purpose: The city council is constantly striving to improve the environment for everyone, by enacting new ordinances for the betterment of the community with the least amount of taxes possible.

The Mayors Office by order of the council and the aid of the police department, has the responsibility of enforcing the law and protecting the public.

Current Projects:

$1,300,000 project to improve services which is financed by the sale of bonds.
$800,000 project to improve the water supply, part of which is financed by a $400,000 Federal Grant.
Paving of Kenwood road and improvement of water and sewer line.

Future Projects:

Improvement of Highway 65 & 69 through the city is being planned. All new utilities will be included with the cost of the pavement. The cost will be shared by the Iowa Highway Commission and the City.
Construction of new tennis courts, the cost being shared by the City, School Board, and a Federal Grant.

WARREN COUNTY CONTINUING EDUCATION

Future Projects:

Correcting inequities and errors in the original Comprehensive Plan, re-studying minimum standards relating to signs and street widths, and handling the planning and zoning problems of local citizens and builders under the guidelines of the Plan.

WARREN COUNTY SOIL CONSERVATION SERVICE Henry Staubus, District Conservationist

Purpose: A local governmental body, authorized by state law, managed by elected unsalaried boards made up of local citizens with responsibility for Soil and Water Conservation work within Warren County. It is the only Federal agency which received appropriations from Congress for assistance to Conservation Districts.

Assistance from the U.S. Soil Conservation Service in the management and use of soil and water resources may be obtained by the Warren County Soil Conservation District without charge.

Current Projects:

A detailed soil survey of Warren County is in process with cooperation and financial assistance from the Board of Supervisors, State Department of Soil Conservation, and Iowa State University.

Future Projects:

Can provide any landowner and urban groups assistance with the following:

1. Soil and land capability information including maps and photos.
2. Information on land use including adapted grasses, trees, wildlife, plants and agricultural crops.
3. Information on conservation measures needed to reduce the water runoff and erosion.
4. Technical assistance is available for the design, layout and construction of water impoundment structures, terraces, gully control measures, tree planting, pasture planting and management, wildlife and recreational planning.
5. Assist municipal and county officials, planning bodies and developers with problems of erosion, water supply and disposal, improper land use, flooding and sedimentation. Also SCS can provide information on soils and their limitations or advantages for housing, recreation, waste disposal, road construction and other uses.

WARREN COUNTY CONTINUING EDUCATION

CARLISLE PLANNING AND ZONING COMMISSION Robert S. Brierly, President

Purpose: To advise the City Council in matters of sub-division and development, long range planning, and zoning matters.

Current Projects:

Very recently the Commission has been instrumental in the adoption of a comprehensive plan for the community which sets forth the projected growth patterns for street and road improvements and extensions, sewer and water utility extensions, additions to the park system, improvement of the central district business area, and consideration of future annexationa.

The Commission is currently studying the matter of annexation of land to the community to facilitate planning for orderly growth.

There will be reports from other groups throughout the county at the meeting on the 29th, but at the time of this mailing they were not available.

WARREN COUNTY CONTINUING EDUCATION

INDIANOLA COMMUNITY, INC. Eugene T. Smith, President

Purpose: To improve, conserve, develop, promote, advance and expand existing industrial, connercial, and professional enterprises in Indianola and the area surrounding Indianola

To attract and aid in securing the location of new industries and commerce by advertising and publicizing the industrial, cultural, labor, social, educational and physical advantages of Indianola and to assist in their establishment by locating, developing and making available suitable sites and locations.

Current Projects:

1. Development of these lots with suitable utilities for varying types of industry.
2. Paving of N. 14th St. and the extension of E. Iowa Ave. to that point.
3. Completion of a 12 inch water main into this area.
4. Establishment of competitive industrial electrical rates for existing and potential users in the Industrial Park Area.
5. Continue to attract industry to this new site to compliment the decision of Kayot, Inc. to be the first occupant on 20 acres with 12 acres under option.

Future Projects:

To involve ourselves in other business and industrial growth possibilities in a rapidly growing community, so that a good balanced growth of business, industrial and residential areas may be possible.

INDIANOLA PLANNING AND ZONING COMMISSION Wendell M. Tutt, Chairman

Purpose: To serve essentially as an advisory group to the Indianola City Council with certain specific powers granted by the Code of Iowa.

To secure coordination of subdivisions of land and extensions of streets; to promote proper standards for development of land, utilities and streets; to promote health, safety and the general welfare.

To facilitate the adequate provisions for transportation, water supply, sewage treatment, storm drainage and other public improvements and services in areas of new development throughout the city.

Current Projects:

Development of a Comprehensive Plan, established as Ordinance # 337, "Subdivision Regulation Ordinance of the City of Indianola, Iowa" which qualifies the city for Federal Grants to Municipalities under Section 701 of the Federal Housing Act of 1954 as amended.

NEW VIRGINIA DEVELOPMENT CORPORATION Harold E. Allen, Jr.

Purpose: To promote and encourage any projects in New Virginia and surrounding community that would be a social or economic benefit to the majority of residents in this area. This group would act mainly as a liaison between the various organizations and other groups.

Current Projects:

Our group is presently in the process of organizing into a non-profit corporation so as to be able to conduct any necessary business and give the group a more organized nature. The corporation has presently taken option on approximately fifteen acres in New Virginia that will be developed or sold to various groups. A portion of this area will be used for construction of another senior citizens apartment by the Virginia Manor Corp. Another section will be sold to Virginia Township to be used as a cemetery addition. Part of the 15 acres is to be divided into lots and used for residential housing. The remaining area of approximately 7 acres would be developed into a park and deeded to the city.

Future Projects:

Projects being planned include a community building which would house the township fire department equipment, city hall, proposed library and meeting hall. Information is presently being collected on the possibility of purchasing and operating a rescue unit in this area. Several other projects have been discussed, but no action has been taken at this time.

WARREN COUNTY HEALTH PLANNING ASSEMBLY — Mrs. Ethel Trueblood

This group evaluates what the health facilities are, what they should be, prevents duplication, and gives encouragement to those in position of responsibility. They have no power to act, but are a planning group.

COUNTY SCHOOL BOARD — Mr. C. S. Thomas

In addition to facts presented in the printed material earlier, Mr. Thomas spoke of searching for ways to operate more efficiently--setting up a larger tax base--finding more counties to join in with Marion and Warren in a cooperative mood. Special Education is a big share of their services.

CENTRAL IOWA PLANNING COMMISSION — Mr. Robert Brierly

Local plans, in order to receive approval for federal funding, will have to mesh with Regionsl plans. The purpose of the Regional Planning Commission is to develop coordination among all units of government, to strengthen medium sized cities, and to orient the population toward them.

LACONA — Mr. Bob Dittmer

Lacona services farmers within a ten miles radius of the town. They are making the area more attractive by removing old and unfit homes. They have an adequate school system, a good fire department and rescue unit, but need a larger community hall.

ACKWORTH — Mr. Jim Ginder, Mayor

Ackworth has many problems; no central water supply, no garbage pickup. They would like to be able to get junk cars off private land.

MARTENSDALE — Mr. Oliver Frazier, Mayor

Martensdale has recently acquired a sanitary sewer system and also natural gas. They have experienced some growing pains and are anticipating more growth this summer. Their needs include a larger place for community affairs, senior citizen's program, and teen age recreation. At the present time they are considering a comprehensive plan for water supply as they have been approached by smaller neighboring communities asking about water. More new homes and apartments are being built in Martensdale and this brings a need for more water.

CUMMINGS

Where does money come from for improvements and how does a community get federal aid?

APPENDIX XIII

CITY OF INDIANOLA NEEDS OUTLINED

1969 Research by

Powers-Willis & Associates

PROJECTS PUBLIC BUILDING AND FACILITIES	METHOD OF FINANCING	AMOUNT
Fire truck replacement program	G.O.G.	$49,980 ***
Municipal library expansion	G.R. G.O.B. F.A.	$ 5,000 $12,000 $17,500
City hall and fire station expansion	G.O.B.	$40,000
New Community Center	G.O.B.	$250,000
New junior high school	School	$1,500,000
Senior high school improvements classrooms & gymnasium expansion	School	$500,000
Surface parking lot and landscape site	School	$ 20,000
Emerson and Whittier Schools surface parking areas	School	$ 12,000
South Side Elementary School-park site acquisition	G.O.B. F.A.	$ 7,500 $ 7,500
school construction	School School	$15,000 $350,000
Lighted tennis courts at the high school site	E.R. G.R. School	$25,000 * $ 4,250 $ 8,500
City-wide park acquisition & initial development	G.O.B. F.A.	$65,000
final development	G.O.B.	$60,000
Lighted ballfield, water & toilets at South Town Park	E.R, G.R. F.A.	$ 2,500 $ 1,000 $ 3,500

*under discussion
**in process
***completed

PROJECTS PUBLIC BUILDINGS AND FACILITIES	METHOD OF FINANCING	AMOUNT	
East-side neighborhood park acquisition and development	G.O.B. F.A.	$25,000 $25,000	
West-side neighborhood park acquisition and development	G.O.B. F.A.	$35,000 $35,000	
Surface parking lot at swimming pool	G.R.	$12,500	***
Expand city maintenance garage	G.O.B.	$15,000	***
Municipal airport site acquisition and development	G.O.B. F.A. S.A. County	$100,000 $240,000 $50,000 $20,000	
Court house air conditioning	County	$ 7,500	***
Revise court house parking lot and landscape square	County	$20,000	**
Relocate fairgrounds	County		
Expand post office parking lot and provide additional landscaping	Private Enterprise	$ 5,000	
CENTRAL BUSINESS DISTRICT			
Off-street parking lots		$125,000	
east of the Municipal Building (acquisition)	G.O.B.	$ 30,000	
development	G.O.B.	$ 75,000	
lot north of square	G.O.B.	$ 55,000	
lot south of square (½ block owned by Baptist and Presbyterian surface by city-open to public)			***
lot west of square (1/8 block on west 1st Ave-surfaced)			***
Store front rennovation	Private Enterprise	$ 30,000	*
Sidewalks	Sp.A. G.R. F.A.	$ 4,500 $ 4,500 $ 9,000	
Rear entrance to businesses	Private Enterprise	$300,000	

* under discusion
** in process
*** completed

PROJECT	METHOD OF FINANCING	AMOUNT	
Pedestrian arcades, north, west and south of the square	G.O.B. F.A.	$ 17,500?	
Pedestrian plazas and walks at rear of businesses	Private Enterprise	15,000	
Planters, street furniture and plant materials	G.O.B. F.A.	25,000 25,000	
Curb and gutter and surfacing	R.U.T. Sp.A.	22,000 22,000	
STREETS			
Widen highway 65-69 to four lanes	R.U.T.	X	**
R.O.W.Acquisition	S.A.	X	**
	S.A. F.A.	x X	
Widen collector streets one block on either side of Highway 65=69	R.U.T.	65,000	**
Extend Salem Street west of Whittier School	R.U.T. Sp. A.	$ 15,000 15,000	***
Street tree program (ave.$12,000 a year)	R.U.T. E.R.	45,000 27,000	**
Sidewalk improvement program	R.U.T. Sp.A.	4,000 14,000	
Collector street widening and improvement	R.U.T.	$250,000	
ELECTRIC UTILITY			
New 5,000 KW diesel generator, switch board midifications and related improvements	E.R.B.	$800,000	**
Expand power plant site	E.R.B.	20,000	***
Upgrade distribution system (provide 1w.8KV loop)	E.R.B.	300,000	**

* under discussion
** in process
*** completed

PROJECTS	METHOD OF FINANCE	AMOUNT	
Fence and landscape site	E.R.	$ 37,000	
New 5,000 KW generating unit	E.R.B.	$700,000	
SANITARY SEWER SYSTEM			
Aerated grit removal tanks at north plant	S.R.B.	30,000	
TV inspection of sewer system	S.R.	X	
Sewer main extensions as required (Ave 4 blocks/year)	Subdivider S.R.	60,000 12,000	
Contact stabilization plant at south treatment facility	S.R.B.	X	***
WATER SYSTEM			
Phase 1 (scheduled for 1971)			
Recase and recement existing well &9		20,000	
New pipeline from well # 10 to plant site		155,000	
Provide additional treatment capacity		305,000	
New high service pipeline to distribution system		215,000	
Booster Pump at new storage tank		10,000	
New feeder main to industrial area		100,000	
Phase II			
New Jordan Well			
Additional treatment capacity		370,000	
New mains in north part of city			
TOTAL FINANCED BY	G.O.B.	$958,000	

* under discussion
** in process
*** completed

G.O.B.---------general obligation bonds

E.R.B.---------electric revenue bonds

S.R.B.---------sewer revenue bonds

W.R.B.---------water revenue bonds

E.R.-----------electric revenues

S.R.-----------sewer revenues

G.R.-----------general revenues

R.U.T.---------road use tax

Sp.A.----------special assessments

S.A.-----------state aid

F.A.-----------federal aid

APPENDIX XIV 56

How Does Social Change Occur?

BY GEORGE M. BEAL

THE NEIGHBORHOOD, community, county, state and general society in which we live is constantly undergoing social change. The question is not whether there will be change. The question is, in what direction will change take place, how rapidly will it take place, and how can it be directed so that there will be the greatest individual and societal rewards with the least financial and social costs? The agricultural sector of our society is presently undergoing most dramatic changes. Whether people choose to attempt to stop, slow down, speed up or redirect this change, an understanding of the principles inherent in social action is important to those involved in influencing the social change.

As man lives in this changing society he is pressed to make decisions and act on the basis of those decisions. A number of these decisions and actions can be made and carried out by the individual or within the family. However, the individual moves to group decision making and action when he feels that his own needs or the needs of groups that are important to him can best be met by group action. This paper is concerned with the kind of decision making and action that is brought about by individuals acting together through groups—appraising problems, analyzing resources, determining group goals and carrying out relevant group actions in relation to the goals.

In many cases the most effective way, and sometimes the only way, that directed social change can be brought about is through group action. For example, the adjustment of our basic institutions of education, government and religion are usually brought about through some form of group action. Group action is often involved in deciding to bring in or increase industry in a community. If an attempt is made to enlarge, improve or curtail social, recreational or cultural arts services in an area, some kind of group action is involved. If there is a desire to improve farm marketing or procuring systems or services, group action is frequently involved. The role of *group* action in social change, including agricultural change, is evident.

Here are examples of some of the kinds of groups through which social change or adjustment might be brought about:

Institutional groups: Some group actions take place through the more rigidified group structure of existing institutions. Government, education, religion and the economic institutions are in this catagory.

Special-interest groups: A realistic appraisal of community action leads to the conclusion that most social action is brought about by formally organized special-interest groups. Farm organizations, chambers of commerce, parent-teachers associations, civic and fraternal service organizations—commercial or community clubs, leagues of women voters, etc.—are examples of formal special-interest groups. New special-interest groups may be needed to deal with the many kinds of social changes that are desired.

Informal groups: Much social action takes place through informal group activity. Many communities have made adjustment to social problems without ever formalizing their organizational structure. They have not set up a formal group structure with an organization that has a name, a set of objectives, constitution, set of officers, structured activities or formal membership. Rather, they have gone about the solution of their problems on a more informal basis.

Agency groups: Most private or government agencies have as a part of their structure organized local groups that have rights and responsibilities related to the functioning of the agency. For example, the Cooperative Extension Service, the Soil Conservation Service and the Farm Credit Administration are examples of farm oriented agencies that have local organized groups with specified responsibilities and authority for certain decisions and actions.

Combinations: It is obvious that there may be many combinations of these groups involved in any social action program. For instance, there exist in Iowa many coordinating councils made up of representatives from the various agencies, special-interest groups and institutions. For any new social action program, there may be formed a new action group involving many of the above categories of groups and many groups from within each category. The term "social systems" is often used, and will be used in this paper, to refer to these various social groupings in a local area.

Most of us could provide examples of what a given social action group accomplished with certain kinds of organizational structure and procedures. We believe we could account for the reasons certain attempts succeeded while others failed. However, if the discussion included a complete account of any one action program, it would be easy to get lost in the many details inherent in even one program.

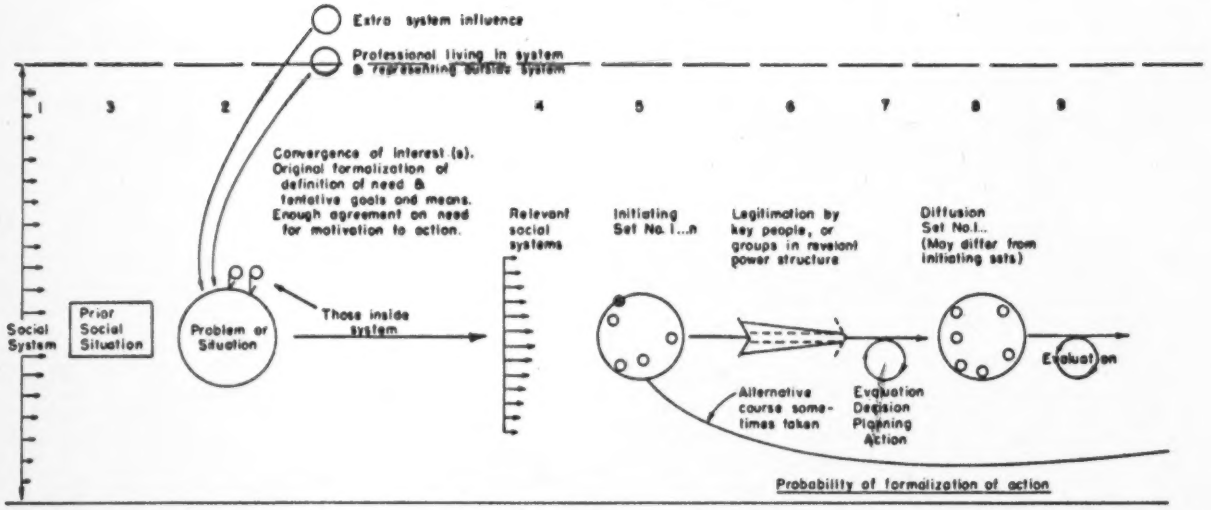
GEORGE M. BEAL is professor of rural sociology, Department of Economics and Sociology.

REPRINTED FROM "A BASEBOOK FOR AGRICULTURAL ADJUSTMENT IN IOWA, PART III - THE OPPORTUNITIES," SPECIAL REPORT NO. 22
Cooperative Extension Service
IOWA STATE UNIVERSITY, AMES, IOWA
Feb. 1962 RS-284

FIGURE 1

A CONSTRUCT OF SOCIAL ACTION - Part I

(Fall 1952. Revised 1954, 1955, 1956)



A. Research and continuing analysis of situation—social and physical.
B. Finding and/or setting up social situations out of which leadership and social action may take place.
C. Finding and mobilizing community and extracommunity resources. One way of thinking of individual or group resources is in terms of: need, interest, morality, success, access, reciprocal obligation, time, legendry, subject matter skills, skills of organization and skills of communication.
D. Social action may be stopped or reoriented at any place on the continuum.

The construct presented here is a conceptualization of the present author that has evolved out of participation in and analysis of community action and reading and discussion with action people and sociologists. In terms of actual documentation the following works have been knowingly drawn upon: (1) Beal, George M. How to get community acceptance and participation for an activity in tuberculosis control. Paper presented to National Tuberculosis Association. Washington, D. C. April 1950. (2) Beal, George M. Organizing for social change. Iowa extension social science refresher course. Iowa Extension Service, Ames. January 1950. (3) Brown, Ida Stewart. Working toward goals. Adult Education 1:13-20. 1952. (4) Green, James W. and Mayo, Selz C. A framework for research in the actions of community groups. Social Forces 31: 320-327. 1953. (5) Holland, John. Mass Communication Seminar. (Personal notes taken from Holland presentation.) Iowa State College, Ames. May 1952. (6) Miller, Paul. Community health action. Michigan State College Press, East Lansing. 1953. (7) Miller, Paul. Decision making within community organization. Rural Soc. 17: 153-161. 1952. (8) National Education Association, National Training Laboratory in Group Development. Bul. No. 3. National Education Association, Washington, D. C. 1948. (9) Sanders, Irwin T. Making good communities better. University of Kentucky Press, Lexington. 1950. (10) Sociology 660, Seminar in social action, Iowa State College. Seminar members: John Harp, Don Koontz, Leroy Moore, Mohiey Nasrat, Everett Rogers and Maurice Voland. 1955.

This difficulty can be at least partially overcome if the discussion is kept at a slightly higher level of abstraction in the analysis and projection of social action. If the discussion is kept at a given level of abstraction, it should be possible to determine certain organizational and action principles that apply regardless of the time, place or type of action program. This paper is an attempt to discuss social action at that level.[1]

It is believed that the model or construct to be discussed provides an adequate framework for the analysis of social action or within which social action may be planned. It can be of real help to those who are trying to make changes requiring group action. It may be revised to fit specific programs. In some cases, certain stages may be skipped or telescoped together. In other cases the program may have to be moved back several stages and a more detailed or new approach made if progress is to be made.

Quite often progress in social action can be attained without fulfilling all of the requirements of this model. However, from the point of view of logic, research[2] and experience with social action programs, the author believes that proper use of this model increases the chances of reaching the social action desired more effectively.

Time and space do not allow a complete presentation and discussion of the model.[3] Figure 1 is a skeleton outline of the model or plan for social action. Each of the stages or steps which usually occur in a social action program are shown. The stages are presented in a logical time and sequence framework. Each stage is numbered across the top of the outline—1, 2, 3, 4, 5, 6, 7, 8. . . A more detailed discussion of each stage follows. The numbers appearing at the beginning of the paragraphs refer to the same numbered stage on the skeleton outline (fig. 1). The first stages are discussed in more detail because these stages seem to be the least understood and are the stages at which mistakes are most often made.

Many important considerations in social action programs do not fit neatly into the stage by stage discussion given here. They run through all the stages of social action. The more important of these considerations are listed across the bottom of the skeleton outline (fig. 1) under the points A, B, C and D. These points are later discussed in more detail.

Some readers have suggested that the greatest understanding of this model can be obtained by first reading

[1]The construct of social action is based on certain assumptions:
(1) In most cases there are a complex of functions that must be performed in the successful and efficient conception and implementation of an action program.
(2) These functions can be logically integrated into a flow of actions or a process from the inception of an idea to final implementation, reorientation or dropping of the action program.
(3) For the purpose of analyzing or planning an action program, this process can be broken down into meaningful stages or steps.

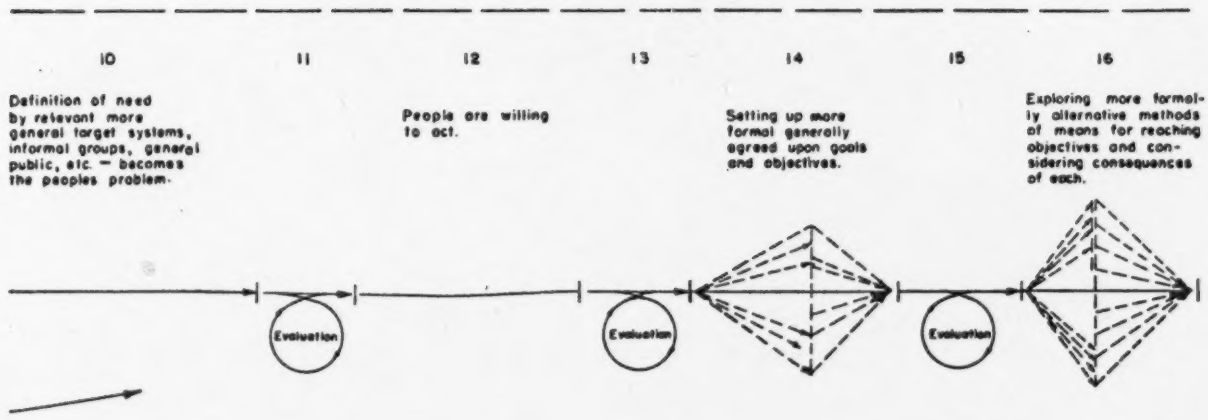
[2]See especially: Miller, Paul. Community health action. Michigan State College Press, East Lansing. 1953; and Green, James and Mayo, Selz. A framework for research in the actions of community groups. Social Forces. May, 1953.

[3]For more complete discussion of the construct see: American Association of Land-Grant Colleges, George Beal and Joe Bohlen. The group process, instructor's guide, communication training program. National Project in Agricultural Communications. East Lansing. 1956.

FIGURE 1 (continued)

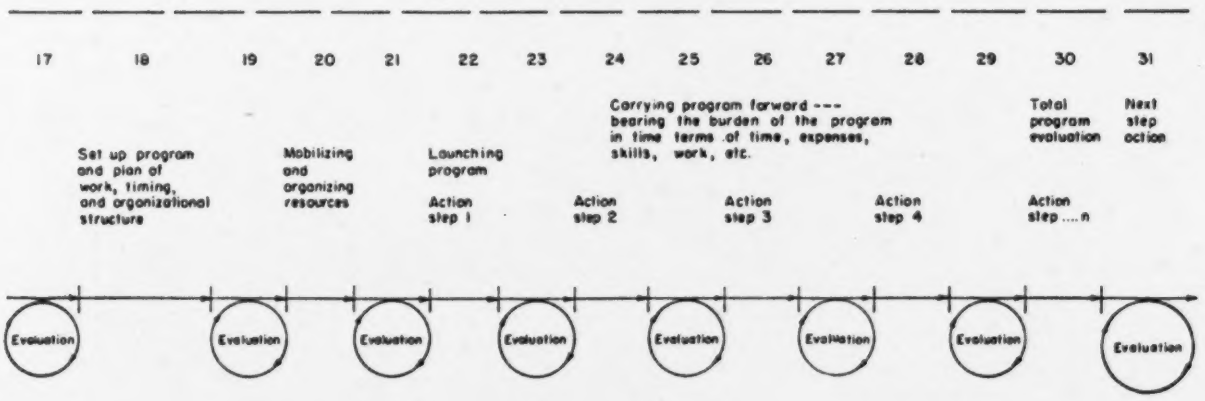
A CONSTRUCT OF SOCIAL ACTION - Part II

(Fall 1952. Revised 1954, 1955, 1956)


10
11
12
13
14
15
16
Definition of need by relevant more general target systems, informal groups, general public, etc. — becomes the peoples problem.
People are willing to act.
Setting up more formal generally agreed upon goals and objectives.
Exploring more formally alternative methods of means for reaching objectives and considering consequences of each.
Evaluation
Evaluation
Evaluation

A CONSTRUCT OF SOCIAL ACTION - Part III

(Fall 1952. Revised 1954, 1955, 1956)



through the skeleton outline (fig. 1) and then referring back to it as each numbered and lettered paragraph is read in the text.

1. The social system. All social action takes place within the context of social systems. For instance, the general system within which the local county Extension Service program is carried out includes the *county* as a social system. There are also extra-county systems which are important; e.g., Extension Service system at the state and national level and its many component parts. In the same sense, the main social system for other action programs may be the community, several counties, or perhaps economic areas or regions. If one is to try to carry on social action intelligently, there must be an understanding of the general social system within which action will take place—such things as unique characteristics of the system, the power structure, formal and informal groups, institutions, locality groups, social stratification and the interrelation of these.

2. Convergence of interest. All social action begins when the interest and definition of need on the part of two or more people converge and are brought together. These interests may be alike or complementary to each other. Usually, the original convergence of interest on a problem involves only a few people. Members of the convergence set may be made up of many different kinds of people. In the case of the Extension Service for example, convergence might come: (1) totally from with-

in the social system—several local people discussing a problem on the street corner; (2) from within the system and others living in the system but representing an outside agency—a local farmer and the county extension director; or (3) from within the system and people from outside the system—a local businessman and an extension specialist. Once the interests have converged, there must be at least some tentative definition of goals and possible means or methods of reaching these goals if further social action is to continue.

3. Prior social situation. In almost all social action programs, there has been some past experience with this or similar kinds of action programs. Some may have been successes, some failures. For instance, if a group of local people were considering setting up a marketing system for farm products, past local experiences with farmer cooperatives or stock companies might be a very important consideration in the present situation. Certain leadership patterns, power relations, roles, expectations and attitudes among people and groups probably developed out of these experiences. Certain patterns of cooperation or conflict may have emerged. Any or all of these kinds of data may be important to the planning of the specific action program under consideration.

4. Relevant social systems. Very few action programs involve all of the subsystems of the general system in which action takes place. Out of the knowledge of the general social system, the tentative definition of the problem and possible solutions and the existing prior social system, it should be possible to delineate, at least tentatively, the relevant social systems. There are many bases upon which systems may become "relevant." The "target system" will be relevant in that it is the system in which it is hoped the change is going to be brought about. Other systems may be relevant if there is a probability of involving them in the problem of definition, goal setting or execution of the program. Other systems become relevant if it is judged that the program may conflict with their points of view or impinge on their programs, members, status, etc. For instance, in the example of setting up a new marketing system, local or regional businesses already purporting to furnish these services might have to be considered. Outside systems may become relevant if there is a probability of involving them in a consulting or action capacity. Some systems will be more "relevant" than others.

The tentative delineation of the *relevant* systems allows the people promoting the program to begin to narrow down the systems so that limited resources may be used more effectively. As the program progresses, certain systems may drop out of the "relevant" classification, others may have to be added.

5. Initiating set (*s*) *1, 2 . . . n.* At this stage the tentative definition and need of the problem and goals have emerged, and the next step is to initiate limited action. Action envisaged at this stage is of the "sounding board," information-gathering and legitimation nature. There usually emerge a small group or groups of people who attempt to involve other individuals or groups of people in the action process. There may be only one initiating set. More often there are several or many initiating sets. For instance, a key local farmer seeing the need for part-time work and several local businessmen who are aware of business falling off might initiate action to get industry into a community. Initiation may take place very rapidly, or take months or years. The reason for initiating sets composed of different combinations of people or totally different initiating sets will become more apparent in the next stage.

6. Legitimation. Legitimation is used here mainly in the sense of giving sanction (authority or justification) for action. The final legitimizers in any action program are all of the people involved. Thus, legitimation takes place at all stages of a social action program. However, in social action research, it has been found that there is a much more limited group of people or an individual that has the right of legitimation. This specific legitimation process is crucial at this stage of social action. There usually is a formal legitimation structure (county government, city council, ministerial association) and an informal legitimation structure (informal leaders in positions of power and influence that may be even more important than the formal legitimizers). Those involved in social action often fall into the trap of thinking the program is legitimized when they get legitimation from the formal structure.

For example, a community may find it has to have a central water system if it is to maintain its present community population or to interest industry. If there are a large number of retired people in the community, certain key leaders of this group may have to be a part of the legitimation group.

Reactions from legitimizers range from a flat refusal to go along with ideas to wanting to become the center of the promotional activity. One other important caution should be mentioned: Legitimizers often will put forth no effort to help initiate or carry on the action program. They are not an important resource of subject matter, competence, time, energy or influence. However, if legitimization is not obtained from them, they may throw all of their resources into the blocking of the program. An oversimplified reason for such action on their part can be stated in terms of their feeling that if they are by-passed on legitimation often enough, they cease to be legitimizers, a status and role they prize highly.

In some cases the same power structure legitimizes all social action programs within the general system. More often in communities, there may be more specialized legitimation structures for specific kinds of action programs—industrial development, health, schools, etc. The legitimization structure may be difficult to determine on new types of programs or when the legitimization structure is undergoing change. There may be need for different initiating sets to reach different legitimizers or legitimizing groups.

7. Evaluation. (Also all odd numbered stages between 7 and 29). These stages are placed in the construct to emphasize the importance of constant evaluation of actions taken, projecting forward to immediate, intermediate and ultimate goals, exploring alternative means, choosing the means, planning in relation to the means and ends and acting in relation to these decisions. This type of reconsideration is implicit in good democratic discussion, planning and action. This concept allows for redirecting or even stopping social action at any point along the construct. For instance, the goals, scope, timing, strategy and relative emphasis on various facets of action programs are often changed to some degree as they go through the legitimation stage. Of course, these same changes may take place at any stage. It should be

emphasized that there is not only evaluation of goal attainment (how far have we progressed?) but of the process being used (how did we try to do it, what methods were used, how were our human relations and strategy?). In some cases social action is slowed or stopped on the assumption that goals are wrong or unattainable. The real problem may be that there may not have been enough involvement of the people; the right people had not been involved or the methods chosen were not appropriate. Objective evaluation and planning should provide a sounder basis for "next steps."

8. Diffusion set (s) 1, 2 . . . n. Thus far the problem, the recognized need and the motivation to do something about the problem has been agreed upon by only a small group of people. Sometimes it is assumed that this is all that is necessary. However, to motivate other individuals and relevant systems to participation and action, they too must have felt a need and be willing to act. At this stage, there is a need for people who can provide the kinds of resources needed (time, communication skills, organizational skills, access to many people or groups, prestige, etc.) to give opportunity for the relevant more general social systems to express felt needs in relation to the problem. The people who do this job are called the diffusion sets. It is obvious that there may be need for many different combinations of people or completely different sets to accomplish this job.

10. General definition of need. This is the stage at which the opportunity is given, or the attempt is made, to promote the definition of the need on the part of the relevant more general target systems. This is the stage where the problem is really taken to the great number of people for discussion. It is hoped that, at this stage, the problem (of community adjustment to increasing or decreasing population, for example) will really become a need felt by the people making up the relevant systems or publics. There are many different techniques that can be used to determine or secure the definition of need by the relevant systems. One of the most common means is basic education through mass media, neighbor, community or larger group meetings, and door to door canvasses. Other common means of giving people an opportunity for defining felt needs are through surveys, demonstrations, tours and information from other groups that have tackled similar problems, capitalizing on or creating crisis situations, channeling complaints into action, etc.

12. People decide to act. This stage is often integrated with the general definition of the need. It is indicated here as a separate stage to emphasize the importance of getting not only tacit agreement that the problem exists, but also a commitment from the people to action in relation to the problem. It is not enough for people to recognize that their churches have too many members because of the large number of people moving into their growing community. They must be *willing* to *do something* about it.

14. Formalizing goals and objectives. After the relevant systems agree that a problem really exists and are "committed" to action in relation to it, objectives, goals or targets must be set up and formalized by the relevant systems or subgroups to whom this authority has been delegated. Social action programs often skip setting goals. They move from a general definition of the problem to solutions—to means and methods. For instance, in school reorganization the action becomes bogged down in arguments over local control, school location in relation to local business, before goals are set in relation to what the function of the school is, what kind of a school and school program the people want. Setting proper goals will usually involve general and specific goals and immediate, intermediate and long-time goals.

16. Decision on means. Once goals are set, there comes the problem of exploring alternative means or methods that might be used to reach those goals. An attempt has been made to illustrate in the outline of the construct that there is usually greater difficulty in agreeing on means than on goals. From the range of means available, a decision has to be made on which one or ones will be used to attain the goals. In the case of inefficient local cooperatives, many alternatives may be considered—(1) increase the efficiency of existing cooperatives, (2) enlarge membership and volume of local cooperatives or (3) consolidate local cooperatives with other nearby cooperatives. In some action programs, the stages from general definition of need to decision on means are loosely combined. One way of getting people to define a situation as a problem and be motivated to action is to suggest a solution or solutions, including goals and means, to the problem.

18. Set up the plan of work. Within the framework of decided upon goals and general means, a specific series of actions that must be taken to attain the goals must be planned and set out formally or informally. Organization structure, designation of responsibilities, planning of specific activities, timing, etc. are all part of this stage.

20. Mobilizing and organizing resources. Within the framework of the plan of work, attention must be given to obtaining and organizing the resources to carry out the program. It is recognized that for a program to reach this point, there has been much mobilization and organizing of resources. However, this stage refers specifically to the mobilization and organization of resources related to the carrying out of the formal plan of work. In many cases subject matter, skill and financial resources available from outside the community are not recognized and used.

22, 24 . . . n. Carrying out the action program. In accordance with the plan of work, the program actually has to be carried out step by step.

30. Final evaluation. This stage involves a more general approach to over-all evaluation of the entire action program. Results must be evaluated in relation to stated objectives. Concern should be given, not only to those areas where stated goals were not satisfactorily attained, but also to recognition and satisfaction with those goals that were successfully accomplished. In addition to evaluating goal attainment, evaluation should also be made of what is called process. By process is meant how the program was carried out—committee systems, human relations skills, conflicts, group relations developed, problems encountered, etc.

31. Continuation. Out of the final evaluation usually evolves "next steps," in terms of goals not satisfactorily accomplished, intermediate goals already decided upon or extension of actions consistent with long-time goals.

The following is a brief discussion of some of the basic considerations that run through all of the "stages." These main considerations are designated by A, B, C

and D across the bottom of the skeleton outline of the construct.

A. Research and continued analysis. It should be obvious that research and continued analysis must be made at all stages. The type of research, the kinds of facts and information needed and the depth of the research will vary with the stages and with the kind of program. Certain information is necessary upon which to base a sound decision that a problem even exists. Different kinds of information and facts may be needed to convince the different relevant legitimizers. Before the program is taken to the more general relevant systems, a great deal of sound information and facts are needed. It is important to note that when the relevant systems are involved in gathering and analyzing data, they seem to put greater credence in the data and in the conclusions drawn from the data, and they are more highly motivated to act to do something about the problem.

B. Finding and mobilizing resources. At every stage there is need for finding and mobilizing the resources needed for next steps. From the point of view of *social resources,* there has been listed on the outline (fig. 1) under B some of the kinds of resources that individuals and groups possess that may be of use in an action program. For example, the resource of *access* is especially important at the legitimation stage. Often the original initiating set does not have direct *access* to the legitimation structure. This may dictate the inclusion of some of the initiating sets, people or groups that do have access to the legitimation structure.

At the general definition of need stage, there may be people (newspaper editors or key people in communication networks such as a local postmaster in a rural community) or groups (through their meetings and committees) that have *access* to large segments of the relevant systems. Such people or groups may become a part of the diffusion sets. Other people (such as the county extension director) may have *access* to outside resources needed for the action program. Thus, at various stages in the program an analysis of people and groups in terms of the resource of *access* is an important aspect of any action program. A similar case could be made for each of the other resources of needs, interest, respect, morality, etc., listed under B on the outline.

C. Finding or setting up social situations out of which leadership and social action may evolve. This concept is implicit in the discussion of all of the stages. Two additional comments might be made. (1) For many programs the leadership structure is already in existence. Local people in many cases know who the best people would be to organize, to be resource people, to represent them, to legitimize, etc. (2) For those programs that are relatively new and quite different from past experiences, social situations can be set up, out of which a leadership structure will become evident.

D. Social action may be stopped or reoriented at any stage. The self-evidence of this statement should be obvious from the previous discussion.

Social change and social action is constantly with us. It is a part of the dynamic society in which we live. The decision that individuals and groups in our society face is what direction and with what speed we wish it to take place. Planned social action is not an easy task. It involves carefuliy thought out goals and methods, study and analysis, broad individual and group involvement and careful detailed planning. However, it can be a tremendously dynamic, motivational and rewarding experience. If those who are involved in the planning and execution of social action programs keep the construct presented here consciously in mind, they will be more effective and efficient in directing social action toward their chosen goals.

Cooperative Extension Service in Agriculture and Home Economics, Iowa State University of Science and Technology and the United States Department of Agriculture cooperating. Floyd Andre, director, Ames, Iowa. Distributed in furtherance of the Acts of Congress of May 8 and June 30, 1914.

WORKSHEET USED BY SMALL GROUPS

Education Meeting Number 4

Ways of Accomplishing the Goal

The Problem: _____

_____

Prior Social Situation _____

_____

Initiating Group (Who can best head the Project?) _____

_____

Relevant Groups (What groups can assist the project?) _____

_____

_____

Legitimization: What persons can influence the project by giving approval or opposing it?

Formal _____

_____

Informal _____

_____

Techniques: (check those you would use)

Basic Education _____
Survey or questionnaire _____
Comparison & Competition _____
Demonstration _____
Exploit Crisis _____

_____

_____

_____

When should the project be completed or how long should it take to complete?

_____

_____

WARREN COUNTY CONTINUING EDUCATION PROGRAM
Report of Neighborhood Discussion Group

Sponsor: Mr. and Mrs. J. R. Downing
Name Address

Resource People Kenneth Smith, Jane Wallerstedt

Number in Attendance: 11

Please list five problems considered most important by the group in the order of their importance if possible. Then comment upon each problem concerning:

1. The reasons it was felt to be important.
2. The short term goal and also long term goals if applicable.
3. Obstacles to its accomplishment.
4. Groups and individuals that would be particularly interested.
5. An estimate of the time necessary for positive results.

1. Warren County Hospital
A county of proposed population of 40,000 should be able to support one hospital
Unneeded Warren Co. farm could be sold and money used as initial investment
South part of county needs assurance of prompt medical care
People come to Indianola in emergencies with no assurance that they'll be able to find a doctor in the office or see one when they get there. Consequently, most go to Knoxville or Osceolo for medical care
Felt perhaps a clinic of a semi-hospital of some sort would be a beginning with expansion into full hospital planned. Wanted a doctor on duty for emergency care at all time
Felt the hospital development in Indianola has been stopped for personal reasons

2. Water Supply and Waste disposal
Felt there was not a really good source of water in Warren County, except Lacona
Homes are using considerable more water daily than in the past
Industry will not locate in a water-poverty area
Agriculture water supply is being solved by farm pond construction. Warren Co. soil will hold this water and not let it seep away
Difficult to locate water in rough, high scenec areas that make good homesites
Suggested using strip mines as landfill operation
Waste disposal operation south of Indianola has a retention pond that will hold 30-day overflow

3. Preserving Prime Agriculture Land
Taxes so high there is strong incentive to sell out to housing developments
Need tax incentive
Maximum size of towns and cities should be restricted to preserve a green belt area around each one

4. County Education

Worst direction to go is enlarging area covered. There would be less personal contact or control. Felt it would not be economical

Felt present county board and superintendent superflaous.

Warren County Education is probably in as good shape as any of the problem areas

Felt strongly there should be a Warren County Library whose services are available to all citizens

5. Recreation

Four-day week strong possibility

If there were people who were particularly interested in a certain area and might be interested in pursuing a solution to these problems further, would you please list their name , address and the problem which interested them.

NAME	ADDRESS	PROBLEM
Mr. Guy Lester		Hospital
Mr. Bob Dittmer		Hospital
Mr. Cyril Spear		Rendering works

What problems other than those the list provided were considered by this group to be important?

Difficult to get service on removal of dead animals.

Felt a small millage taxt should be enacted to support a county rendering operation

Mr. and Mrs. Guy Lester
Mr. and Mrs. George Taylor
Mr. and Mrs. Bob Dittmer
Mr. and Mrs. Cyril Spear
Mrs. Kenneth Taylor

LIST OF PARTICIPANTS

ACKWORTH, IOWA
Mrs. Rodney Erb

Reverend J. Paul Hadley
Ackworth Friends Church

CARLISLE, IOWA
Donald Albertson
210 Lindhardt Road

Reverend Lawrence Bailey
Middle River Friends Church

Reverend Robert Bailey
Highway 60 and Market St.

Reverend Lyle Ball
Palymra Methodist Church

Roscoe Boles
920 N. 5th Street

Robert Brierly
565 Ridge Road

Reverend Phil Davis
Avon Community Church

Reverend Marvin DePenning
330 N. Third Street

Harvey Fife
515 Crescent Drive.

Mrs. Harvey Fife
515 Crescent Drive

Mrs. Robert Fleming

Reverend Charles D. Gilbert
405 School Street

Wilber Goodhue
905 Circle Drive

Mrs. Wilber Goodhue

Edward Hardin
425 Crescent Drive

Stanley Kerr
530 Lexington Street

Marion Nicholls
R.R.

Russell Owens

Don Reynolds

Mrs. G. C. Randlemen

Neil Sautter
425 Crescent Drive

William Schooler

CUMMING, IOWA
Thomas Barkley

Father John Ryan
St. John's Catholic Church

HARTFORD, IOWA
Reverend George Mason
Community United Presbyterian Church

LACONA, IOWA
Robert Dittmer

Mrs. Chris Farrell
R. 1

Reverend Gordon Gill
Christian Church

Msgn. John Kovack

Reverend Gerald Miller
Lacona Nazarene Church

Mrs. Fred Putz
R.R. 2

MARTENSDALE, IOWA
Jim Adams

Reverend Joel Andrus
Martensdale Community Church

Paul Martens

Herb Stroud

Reverend E. R. Zaiser
St. Paul's Lutheran Church

MILO, IOWA
Dr. Joe Graham

Jim Hill

Mrs. Jim Hill

Reverend Howard Lord

Jay Mosher
R.R. 1

Mrs. Howard Moser

Darl Reynolds

Mrs. Darl Reynolds

Reverend Jack Roe
Motor Friends Church
R. 1
Reverend James Shady
Christian Union Church

Albert Trembel

Dean Vanderlinden

Reverend Fr. Albert Wilwerding
St. Augustine's Church

Mrs. Leona Youmans

NEW VIRGINIA, IOWA
Mr. Floy Felton

Ben Gleckler

Mrs. Ben Gleckler

Reverend Neal E. Kearney
Methodist Church

Mrs. Dale Kellar

Reverend Galen Kessler
Evangelical Free Church

Reverend Cecil Murrow
Christian Church

Mrs. Glenn Perdue

Mrs. Kenneth Voltmer

Kenneth Voltmer

NORWALK, IOWA
Paul Barkley
814 Pine Avenue

Mrs. John Boss

Charles Dowler
503 Lewis Avenue

Wilmer Elsinga
108 Center Street

Virgil Hoehne

Dave Hoskins

Larry L. Hughes
8921 Golden Valley Drive

Roger Iverson
4368 Lakewood Drive

Robert Jones
824 Main Street

Reverend Val Johnson
Norwalk Christian Church

Mrs. John Kern

Jack Lane
510 Marie Avenue

Reverend James B. Nicholson
Norwalk Methodist Church

Reverend Earl E. Swigart
First Baptist Church

Reverend Dewayne Walker
Linn Grove United Methodist Church

Mrs. Melvine Stoline

PLEASANTVILLE, IOWA
Reverend Wilbert Stephens
Beech Christian Church

PROLE, IOWA
Fr. Michael Churchman
Church of the Assumption
Churchville

RURAL INDIANOLA, IOWA
Mrs. Joan Amos
R.R. 1

Dr. H. L. Arand
R.R.

Dewey Cornell
R.R. 3

Mrs. Ted Diehl
R.R. 3

Reverend Donald Dutton
210 W. Lally, Des Moines

Elbert Goode
R.R. 4

Miss Joanne Gaffey
R.R., Prole

Mr. Virgil Halterman
R. 2

Carl Hirsch
R.R.

Wayne Hunnerdosse
R.R. 1

Jack Kleeman
R.R. 2

Charles Laverty
Box 198

Mrs. Charles Laverty
Box 198

Mrs. Linda Mahr
R.R. 3

Everett McKee
R.R. 3

Jim Middleswart
R.R. 2

Reverend John F. Moats
Fairview Christian Union Church

George Morrison
R.R. 4

Mrs. Dean Rodgers
R.R. 3

Marion Sells
R.R.

Mrs. Marion Sells
R.R.

Mrs. T. L. Sipp
R. 4

James Van Ryswk
R.R. 3

Duane Woodruff
R.R. 3

LeRoy Woodruff
R.R. 3

John Long
R.R. 1

INDIANOLA, IOWA

Reverend Stewart M. Abel
306 S. Howard

Reverend Dale D. Anderson
Summerset Baptist Church

Mrs. Mary Berry
201 S. D

E. G. Booth
711 W. Salem

Mrs. Shirley Bradford
1107 N. 1

Mrs. Ed Browne
406 W. Lincoln

Mrs. Jo Burkey
1005 N. C

Reverend Lawrence Burns
Iowa Ave. and J Street

Reverend LeRoy Butts
610 E. First Avenue

Dick Buxton
1011 W. Ashland

William Buxton
717 W. Ashland

Roger Case
504 N. Howard

Reverend Russell E. Comnick
410 W. Boston

Jake Cozad
105 S. Buxton

Reverend Gary D. Cradic
309 S. D

Mrs. Helen Cummings
1012 E. Salem

Robert Davey
308 E. 1st

Mrs. James Davies
602 Sunset Drive

D. Robert Downing
1705 Country Club Road

Mrs. Wm. Dickerson
908 E. Salem

Mrs. Opal Duncan
705 N. D

Mrs. L. W. Durham
R.R. 1

Arthur Eady
208 N. B

Mrs. Roy Edwards
700 W. Iowa

Lynn Edgington
811 N. J

Mrs. Wm. Elliott
1713 W. 4

Mrs. Minerva Fair
1211 N. C

Reverend J. W. Garbison
707 E. Euclid

Mr. Charles Ginter
206 E. Ashland

Earl Godwin
307 N. J

Roy Godwin
808 W. Detroit

Steve Hall
704 W. 4

Mrs. Robert Haworth
300 W. Salem

Maynard Hayden
811 Scott Felton Road

Mr. H. W. Heilman, Jr.
805 Scott Felton Road

Mrs. Alice Henderson
1301 W. Euclid

Mrs. Maxine Henry
901 W. Euclid

Reverend G. Estel Hines
200 E. First Avenue

George Hladky
709 N. Howard

President Ralph John
Simpson College

Kenneth Johnson
1600 Country Club Road

Lewis Johnson
805 W. Third

Mrs. Linda Keller
212 N. Buxton

Mrs. Bertha Mae Kelly
1221 N. Jefferson

Dick Kerr
302 N. H

Lewis Kimer
801 Scott Felton Road

Mrs. Paul Kline
1003 N. C

Mr. Don Koch
810 W. Iowa

Reverend Glen Lamb
First United Methodist Church

Miss Cathy Lawr
R. 3

Al Larson
1104 W. Salem

Don Lentz
206 N. H

Mrs. Don Lentz
206 N. H

James Madsen
511 E. Salem

Alan Magruder
Simpson College

Mrs. Jack Mayer
1008 Caroline Terrace

Bob Maynard
612 S. O

Don McClymond
1010 N. B

Mrs. Don McClymond
1010 N. B

Charles McCoy
112 E. Ashland

A. L. Miner
207 E. 1st

Mrs. Joe Naberhaus
R.R.

Jess Newman
309 W. 2nd

Mrs. Sharon Orey
605 N. 8

Dick Orr
1109 N. Howard

John Overton
501 W. Ashland

Earl Pace
708 N. J

George Palmer
310 N. 5

Mrs. Ruth Patrick
104 E. Henderson

C. C. Peterson
814 N. E

Olin Pickup
907 E. Detroit

Larry Pierce
1504 W. 3

Mrs. Jennie Pinckney
113½ E. Salem

Reverend John Porath
600 W. 4

Glen Powers
1209 N. E

Reverend Lowell Rasmussen
Buxton and Boston

Reverend Douglas Reed
First United Methodist Church

Merle Reisner
500 W. Clinton

Gary Ruble
1201 N. C

Reverend Erwin Ruhlig
805 N. First Street

Bob Sandy
912 E. Franklin

Chester Schultz
1010 W. Ashland

Reverend Lee H. Scholes
1200 E. Second Avenue

Marvin Smart
R.R. 4

Eugene Smith
1206 W. Boston

Mrs. Eugene Smith
1206 W. Boston

Ken Smith
1105 N. B

Mrs. Myrtle Spain
400 W. Ashland

Henry Staubus
1203 W. Salem

Mrs. Rolla Streeter
604 N. 6

Reverend Howard Svoboda
Trinity United Presbyterian Church

Mrs. Bette Taverner
504 N. Buxton

Wendell Tutt
809 W. Clinton

Jim Weinman
1212 N. B

Dick White
702 E. Salem

Luther Williams
509 W. First

Mrs. Gertrude Wilson
400 W. Ashland

Waller Wiser
411 N. F

Doyle Woods
Simpson College

Mrs. Bonnie Zimmerman
611 W. 2nd

Mrs. Leita Meints
716 W. Iowa

John Howard
913 E. Detroit

Worth Van Clark
303 N. Howard

Ruth Hardin
R.R. 3

Walter Lawson
301 N. 10

Robert Mickle
265 Jewett Bldg., Des Moines, Iowa

O. B. Law
609 S. Jefferson

ST. MARYS, IOWA
Reverend Fr. Daniel Clark
Immaculate Conception Catholic Church

Tom Lippold

Tom Wilgenbusch

Mrs. Charles Cross
625 Elm Street
Carlisle, Iowa

Mrs. William Hunt
R. 1
Carlisle, Iowa

ERIC Clearinghouse
SEP 27 1972
on Adult Education